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ABSTRACT

This publication consists of 22 papers prepared for presentation at a two-week Public Leadership Workshop conducted by the East-West Center's Technology and Development Institute in October 1973. The workshop focused mainly on the role of public leaders in regional and national development and on the ingredients for successful public leadership for regional development in the context of community action. Workshop participants included public officials and scholars from Fiji, Indonesia, Korea, Malaysia, the Philippines, Taiwan, Thailand, the U.S. Trust Territory, and the states of Alabama and Hawaii. Many of the papers present case studies of particular development projects. (JG)

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LEADERSHIP STRATEGY IN DEVELOPMENTAL PROJECT

A PROCEEDINGS OF PUBLIC LEADERSHIP WORKSHOP II PART II: INDIVIDUAL REPORTS

OCTOBER 15 - 26, 1973

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EA 010 435

FOREWORD

What is the essential role of public leaders in regional development and indeed in national development? How does a public leader perceive his role in such development? What are the ingredients for successful public leadership for regional development in the context of community action? In specific project situations? What in fact are the critical qualities for public leadership in the context of development?

These may be age-old questions but in some new perspectives, these were the same questions addressed to by a gathering of local public leaders from Asia, the U.S. and the Pacific during a two-week Public Leadership Workshop conducted by the EWC Technology and Development Institute last October 15 - 26, 1973.

As a result of such a workshop, public-leader participants gained some increased understanding of their own role in local community development and of the essential interaction with other community participants in development activities. Such increased understanding grew out not only of the participant's interaction with fellow public leaders from his own country involved in different development projects, but also out of interaction with colleagues and peers from other countries.

This workshop, to bring local public leaders together, is in recognition of TDI's mandated concern for the role of public policy and institutional development as both provide the conducive framework for development to proceed particularly at the local level.

This Report then manifests this concern as this brings out the insights and recommendations of practicing public leaders as they reacted to the relevant issues presented to them.

Manuel S. Alba
Director
East-West Technology and
Development Institute

December 27, 1973

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SELF-HELP SCHEMES

by

Peni Bolatagici
Fiji

RUKUA PROJECT

Four years ago after the introduction of "self-help" schemes by the Fijian Government, at a discussion with the people and the Chief of Rukua, I pointed out the grave dangers facing the village: the possibility of being totally washed out by the sea and also the lack of space for housing. It was necessary to leave the decision to the people. Explanation of this point will be made later.

Before initiating the projects any more, it was once again necessary to obtain the people's approval and endorsement to be carried out in these phases:

- I. Sea Wall and Reclamation
- II. Community Hall
- III. Building Permanent Houses

I. The first question involved finance, although Government paid part of it. The question was how are we going to pay our contribution yet have sufficient money to finance the other two projects? After investing our money, we managed to secure a loan. The next step was getting a qualified engineer to make an estimation. When everything fell into line the Government was approached and with our contribution paid and free labor, provided the project was initially started. With heavy machinery and operators provided by the government, a bill was blasted and it took nine months to complete the project. The period gives an idea of the size of the project. Our people provided free labor throughout.

II. At the completion of Phase I the same process was followed. By that time, our loan was being repaid and a further loan was secured by our people. The Community Hall provides Rukua with the finest centre in Fiji. It contains an office, a handicraft room for our women's club and a Cooperative Stove with a deep freezer for storage of fish and meat sold by the people. The Community Hall was built by our people voluntarily. Apart from the labor, the community contributed \$7,000 to the Government's \$1,000 contribution.

III. The Village has been surveyed with a proper pedestrian main road and recreation ground for adults and children. At this moment six permanent buildings are being built to withstand the force of hurricanes. All houses are of the same plan and they are being erected according to the plan made by the surveyor. These are only a few of the schemes I have come to be involved with. My services are being carried honorarily, apart from being Secretary/Organizer of their Firewalking.

Due to the proper consultation with the people, there was no problem. However, I have experienced problems on three different occasions when three other villages, with whom I am not directly involved, approached me to present their case to the Provincial Council, of which I am a member. The motions were carried and instead of waiting for the approval, the villages embarked on totally a different venture. When their projects were being approved and money allocated, they were unable to pay their contribution because they had used all their money. The allocations were withdrawn.

On the above, the need for emphasizing priority is necessary. The people must understand that once they lose the opportunity, it cannot always be guaranteed that money will be available in the future. The chance of success of the scheme in such a case would be "nil" and it would be pointless to press on with the project.

The programme of "self-help" was initially the Government's move to breach the gap that exists between the life of people in Rural and Urban Areas. By contributing financially, although partly, the Government wants to see people living in rural and remote areas participate in various projects to be decided by the people themselves. The idea of involving themselves for their own community appealed to the people because they realized that they were contributing something of value not only for the community but for themselves and their families. It also educated people to initiate and motivate fresh ideas and moves to develop themselves instead of relying on "charity".

In these types of projects one does not always have to be the prime mover because all members of the Community were involved in the participation; however, handicapped by lack of education, and with no experience, the people always favored me to lead them on serious discussions on important matters pertaining to their lives and their well-being. I always led them with discussion and hinted leading points, once the idea has been created in their minds. The question was put forward and the answer was affirmative. Discussion followed. Obstacles were removed and problems solved. Getting their endorsement, plans were drawn up as to action to be taken. When all questions were answered, the plan was implemented. The chance of success was great looking at the initiation and response of the people.

The financing of this ambitious project was being provided by the ancient skill of the village in demonstrating to the ever-increasing numbers of tourists who are fascinated by the mystery of the spectacle. In other parts of Fiji funds for such schemes are collected communally in the form of Bazaar, Festival and other ways of fund raising.

In every Fijian Village there is a Headman. The position is hereditary. I relied on his assistance and favor, although I made myself responsible for the project, for the simple reason that I am part of the Community and also to avoid communication breakdown. Should there be any information regained on the spot, I was the only one who could give accurate answers. There was no reward to surpass the satisfaction and pride of seeing the project completed satisfactorily and successfully. It was also rewarding to know that you have been instrumental in a move to help your own people. When I went out I always delegated some of the responsibilities to a few members of the Community. But the headman has been the tower of strength. Working among the people on such a project led to people's respect and confidence. Such a move helped me on later projects.

When working among them on the project, a simple "thank you" to them now and then always praised them for being industrious. Simple it may appear but it was instrumental in lightening the work in an arduous condition, under a period of nine months.

From personal experience I would not hesitate to recommend the initial strategy and tactics to my friend who would be willing to spare the time to work with people on similar projects under similar conditions.

ADDENDUM
to
SELF-HELP SCHEMES
Peni Bolatagici
Fiji

A leader must always look for areas of improvement in his qualities, strategies, and tactics to enable him to increase his knowledge and also to enable him to lead his people and be more functional.

A proposed area for improvement to my original paper would be to concentrate on the following headings, although I always welcome criticisms and suggestions and I always am eager to learn new ideas to increase my ability - not only as a leader but also as a good citizen dedicated to the improvement of the standard of life of the common man.

1. Linkage and cooperation with the government departments.
2. Communication by using mass media.
3. Take into consideration the importance and significance of myths, cultural and religious concepts.

In the area of linkage and cooperation, I in the past, was more interested in getting the results and the response more quickly. I always took advantage of personal acquaintances in directly approaching the Ministers. This tendency, I realized, had always baffled the people serving the various departments. This by-passing could cause some uncooperative attitudes in the long-run. Realizing this mistake, I propose to communicate and establish more interaction with the various departments in order to discuss and coordinate any future plans.

I was always against using communication for personal favor. However, one can always remain insulated and the people come to conclusion. Such a form of communication would create awareness and the sense of involvement in the people. It always induces others to take more interest in community projects.

On the use of Cultural and Religious symbols, one has to be more flexible in such cases. In a Municipal projects the need may not arise. In the rural areas, it is more important. No use of such symbols can hinder the start of progress of any project.

The use of cultural and traditional gathering could be more utilized to interact with the people. Exchange of ideas and views and their re-action to the proposed plan will facilitate project implementation.

THE ROLE OF INFORMAL LEADERSHIP IN THE PROCESS OF REGIONAL DEVELOPMENT

by

Rustian Kamaluddin
Indonesia

INTRODUCTION

West Sumatra is one of the twenty-six provinces in Indonesia covering an area of 46 thousand square kilometers or 3.26% that of Indonesia. The province is comprised of 8 regencies and six municipalities which altogether consist of 80 districts which are composed of 543 "negaris" or villages.

In 1969 the regional income of this province was Rp. 53,447 million, about 2.5% of the national income as a whole. Among the economic sectors which play important roles in earning this income are agricultural sector (47%), commercial sector (26%), government sector (7%), industry (6%), etc. Generally speaking social and economic living lies upon agricultural sector, and other sectors are closely related to agriculture.

The population is 2,793,000, or about 2.34% of Indonesian total population. Almost all of the people (97.7%) are Moslems and generally live in Minangkabau traditional environment, adopting the matrilineal (matriarchy) system of community and possessing the spirit of "kegotong royongan" (mutual aids).

It is this Minangkabau social way of living that gives the basis for the development of leaderships which are composed of three main elements, namely: "ninik mamak" (belonging to the tradition group), "alim ulama" (belonging to religious group) and "cerdik pandai" (belonging to intellectual group).

1. The Role of Leadership in Other Social and Economic Factors

Nowadays, Indonesia, particularly West Sumatra, is in the process of social and economic development in the framework of a phased five-year plan of development. In this era of development, to plan, mobilize and control the social and economic factors, leadership plays an important role.

Experiences, either in this country or in many other countries, prove that despite big capital, numerous natural resources and potential labour forces, the economic development is almost fruitless, unless skilled, dedicated, and development-committed leaders are available.

Human factors-including attitude, skill and qualifications-determine the success or failure of a country or a region in serving its purpose. It is the leadership of the human factor that plays a decisive role in the development process.

In relation to what is stated above, for West Sumatra, a case that happened recently will be included. Tanah Datar and Agam, two regencies in West Sumatra, have nearly the same social and economic potentialities, but are different in leadership. The regent of Tanah Datar managed the regency with relatively sound leadership but on the other hand the regent of Agam managed the regency with uneffective leadership. Tanah Datar regency, consequently, developed better and far more successfully than Agam regency did.

Such an accomplishment in 1973 made the regent of Tanah Datar a secretary of the west Sumatra Provincial government, the second man after the governor, and released the regent of Agam from his position and successively posted him at the governor's office as an Associate staff. Taking this as an illustration, the extent to which the role of regional leadership determines the success or failure in carrying out the programs of regional development is clearly demonstrated.

2. The Elite Group with Leadership Function

Fundamentally, the leadership is regarded as growing among the elite; namely, selected people or those who have influence upon the society. In every social field, such as political, social and economic, traditional, religious and governmental fields, there is always a group of people who are regarded as elite.

Among the elite, there are some people who have no impact involving a great part of society; on the other hand there are people with their opinions and actions, who have a strong and important influence upon the majority of the people concerned. Such groups of people are known as strategic elite, the criteria of which lie upon their fields and the number of people under their influence. In this light, in a society, country or region, there are such elite groups to be found, particularly the strategic elite who hold the leadership functions. Seen from its legitimacy, there is leadership which is formal and there is leadership which is informal in nature.

In formal leadership, the leaders are appointed by the government officially, for example: the head of regency, bank director, head of government office, etc.

While in informal leadership, the leaders are not officially recognized but grow out of the society itself. Their leadership is recognized because of traditional criteria or factors, such as, heredity, seniority, tradition, religion and others. Among those leaders, however, there are also the ones who are recognized based upon objective criteria, such as: education, qualification and skill in their field.

In West Sumatra, the formal leaders in government fields are governor and staff, regents and staff, "camat" (head of district) and "kepala negari" (chief of negari). Besides that, the formal leaders are also to be found in other public service and government institutions such as: bank directors, heads of various government offices and others, while the leaders who have the function of informal leadership are the leaders of outstanding people among the society in traditional affairs, known as "ninik mamak", in religious affairs known as "alim ulama", and in the intellectual group, known as "cerdik pandai" or intelligentsia. Both the formal leaders and the informal leaders in this province as far as their authority and influence permit play the role of social leadership.

3. The Influence of Informal Leader Group

In performing their functions in the government and development affairs, the formal leaders have some limitations. Besides, authority provided are confined to their specific functions. The constraints are due to their ineffective leadership.

The ineffectiveness of their leadership is caused by the lack of responses and participation from the people in their area. The society frequently so hardly conceive and accept their leadership, that the people around them are passive and pathetic toward their efforts.

This happened because of a gap existing between the formal leaders and the people who are supposed to be their mass. To bridge the gap, a "medium" is needed; in this case, the informal social leaders. They are expected to interpret all the government plans and policies in terms which are understandable to the people.

brought into existence. The same thing holds true to the case of Tanah Datar regency. The fact that the regency can arrive at relatively better results than many other regencies was made possible by sound leadership and successful communication.

In spite of all those mentioned above, some present indicators show that communication, either between leaders of different levels or between leaders of the same level, to a great extent, can not exist harmoniously frankly nor with coordination. This very thing is the primary cause for the absence of response, participation and dedication from all the levels of society. Consequently, many development programs could not achieve the desired results.

5. General Evaluation and Recommendation

In the period of development, besides formal leaders, the informal leaders as propelling forces to mobilize support for development and modernization have important roles to play. In West Sumatra the informal leaders in the middle level and lower level consist of "ninik mamak," "alim ulama" and "cerdik pandai."

Since they have strong influence upon a considerable number of people in society they may be used as a medium by the provincial government agencies to stimulate mass participation in the development process. In this way they may serve as communicators to their followers through "lembaga kerapatan adat" (institute for traditional meeting), the groups of the same frame of reference in the society, mosques and religious schools and other educational institutions.

The problem in utilizing the informal leaders is that they are not as well educated, which means that they lack necessary current knowledge in many aspects. Their concept and knowledge of tradition and religion should be supplemented with knowledge, skills, and concepts functional to the development purposes. To this end it is necessary to run different kinds of upgrading courses for them and to give them opportunity to travel to other towns or provinces which have been better developed to see for themselves. By upgrading courses and observation of more developed places the informal leaders with narrow-mindedness or with limited knowledge may be improved; their horizon may be broadened and knowledge may be increased and concepts may be developed. In this way, the potentialities of the informal leaders can be developed and they can be utilized as innovators and agents of modernization in their places and their surrounding society.

In addition to what has been pointed out concerning the leadership there are still limitations or constraints, namely poor communication and coordination among the leaders, either between formal and informal leaders of different levels or between leaders of the same level. It is necessary to improve this condition gradually through communication, consultation and coordination periodically and regularly. This may be actuated formally through education, conferences and workshops and informally through personal contact among leaders on different occasions in their society. The formal leaders - to encourage this-may provide facilities and suggestions and thus foster a climate to create better communication and cooperation among those leaders in such a way that the attitude of open mindedness, mutual understanding and mutual respect may be expected. All this can provide a strong foundation to establish conditions and climate favorable for development purposes.

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SUMMARY

On West Sumatra, one of the twenty-six provinces of Indonesia, lives an ethnic group known as Minangkabau. Within the social group, along with the development of history and tradition, there are three main elements of leadership; namely, "ninik Mamak," "Alim ulama," and "cerdik pandai" (traditional leader, religious leader and cultural leader).

Basically these elements of leadership are informal in nature, rooted in society and of society. Other leaders which are formal in nature are those of government officials who are appointed officially based upon legitimate decision.

In the era of development which is now in progress, in this province in particular and in Indonesia in general, it stands to reason that potential natural resources, potential labor forces and capitals alone are not sufficient to achieve the objectives of development. To utilize all those potentialities, the role of leadership is very important. The success or the failure of development programs is very much dependent upon the competence, dedication and effectiveness of the leadership.

In carrying the development programs out, government policies actuated by the formal leaders, to great extent, are not clearly understood by the people and accordingly there is hardly any participation from the part of the people. To overcome this, it is deemed necessary to get support from the informal leaders who have great influence upon the people. In relation to this, their knowledge and concept of development may be supplemented through upgrading courses and providing the opportunity to travel to more developed provinces or towns for observation and through other activities, in such a way that their horizon may be broadened, and then concepts and knowledge about modernization may be developed.

The lack of harmony, poor conditions of communication and coordination among the social leaders, either between leaders of different levels or between the leaders of the same level, should be improved. Sponsored by regional authority, communication, consultation, and coordination among social leaders should be established in such a way that all the programs and activities may proceed simultaneously in order to achieve the desired goal.

ADDENDUM

In developing organization of the informal leaders and improving their education and general knowledge, especially in relation to the social and economic fields to support the socio-economic development of the region, the Faculty of Economics, Andalas University has played an important role. This role has been carried out in two ways:

1. Mobilizing two of our Faculty members to participate directly in building up the cooperating bodies in relation to either the groups of traditional leaders or the groups of religious leaders. Both of these staff members are involved directly in these two bodies as chairmen.
2. Since some years before, the Faculty of Economics has built up and developed two institutes, namely: (a) Institute for Regional Development, and (b) Management Institute. The function and task of Institute for Regional Development is to execute and develop research and training activities in the context of macro-or general points of view of the regional social and economic affairs, while the Management Institute carries out and develops research, training and consultancy activities in relation to micro points of view of those matters. Among other activities, these two institutes are to carry out the seminars, workshops, training and consultation in the program to upgrade those social leaders, either informal or formal leaders.

In order to facilitate the faculty in improving its capacity in carrying out and developing its education, research and public service activities, among others in the context of those mentioned above, we have programmes to carry out and develop:

1. Faculty/staff development program.
In this context a number of the good graduates and faculty members will be sent abroad to the universities or other educational institutions and to the centers of education and training, such as Faculty of Economics, University of Indonesia; Faculty of Economics, University of Gadjah Mada; Institute for Education and Management Development, etc. In these universities and research and training centers, they get additional upgrading courses, training and studies.
2. In order to generate financial resources to carry out its programmes, better communication and linkage to the regional and central government will be developed as well as with international institutions concerned, such as: Asia Foundation and Ford Foundation.

In the issue of generating clientele support, continuously we will observe the exact needs of the counterparts and others concerned, so that the upgrading courses, training programs, etc., that will be carried out and developed will be suitable and concerned directly with the needs. In these respects, joint research and training programs like those which have been carried out before should be further established and developed.

Concerning to the efforts and programmes of the faculty to participate in developing social and economic fields in this region, we must give greater attention to the cooperation with outsiders and also within the institution itself. Internally we have to get and maintain better relationship and cooperation among the officials and staff members within the institutions (Andalas University). Besides those mentioned above, relationships and cooperation with outsiders concerned must be developed continuously, such as: Rector, Governor, local officials, etc., so that the material and moral support should be good from those persons and their offices and institutions concerned.

The approaches described above may be used by the informal leaders of the middle and lower levels of the society, who are immediately concerned with the society. Because of traditional and religious influences rooted in the social living, generally they are better heard, understood and obeyed by the people in wider scale.

In respect to what is stated above, in West Sumatra, the group of informal leaders are: "nanik mamak" and "alim ulama" and "cerdik Pandai" which respectively belong to the group of traditional affair, religious affair and intelligentsia. Because the majority of the people in this province live in rural areas, generally the groups of "ninik mamak" and "alim ulama" are, however, more influential and play greater roles in social living. Aware of such facts, the provincial government since 1966 has encouraged and supported the setting up of the institutions which institutionally coordinate the "traditional group" with "LKAAM", a Board of Minangkabau Tradition Affair and "religious group" with religious institutions such as "BKPU", a Body of Islamic Devoters Movement Contact, and "YARSI", a Foundation of Moslem Hospital. The foundation of such institutions has shown important effects in the social, economic and religious development.

The activities of such foundations are still limited to funds and forces collecting for the development of social interest such as hospitals, health centres and "balai adat" (tradition hall) and for the development of religious field such as mosques, orphanage and religious schools, etc. Admittedly there have been also participation and mutual aids through "ninik mamak" and "alim ulama" groups in the development of economic fields such as road and irrigation construction, etc. These activities are, however, relatively limited. Generally, the development of social and economic field is carried out by the government under the coordination of local formal leaders. In the places where the involvement of informal leaders and their followers is greater, the development is far more successful.

The main problem in mobilizing the informal leaders for the development purposes is that many of them are still backward in education and general knowledge. Usually they are oriented well enough only in sociological knowledge such as: traditional law and system of traditional social life, and in religious knowledge such as: religious social living, religious teaching about life, etc.

They obviously need more knowledge than what they usually have, - knowledge in social and economic fields - to support the development.

4. Inter Leader Communication in Mobilizing Mass Participation

As discussed previously, the government has troubles in explaining the concept and policies of development to all the levels of society.

The troubles are brought about by the fact that there is a communication gap existing between top leaders and the mass of people as a whole.

In this respect, not only does the government have trouble in explaining the concept of development but it also suffers from leadership weaknesses and difficulties, namely - to be specific - the lack of communication and coordination among the leaders, either from the leaders of upper level to those of middle and lower level, or inter social leaders within the same level.

The absence of mutual understanding and mutual support among the leaders, especially because the communication and coordination takes place only formally, does not allow the leaders to communicate directly, freely and openly among themselves. As a result there arises misunderstanding and psychological constraints in carrying the development programs out.

The experiences in West Sumatra particularly, prove that good communication encourages support and participation from both informal leaders and the whole people from all levels of society. As an illustration, town development which is taking place in Padang municipality right now under the leadership of present mayor can be pointed out. Because of better communication with social informal leaders, the mayor can achieve better results than those achieved by his predecessor, during whose reign communication and cooperation with other leaders could not be

THE ROLE OF THE REGIONAL REPRESENTATIVE
COUNCIL IN RELATION TO THE REGIONAL DEVELOPMENT

by

Mohammad Yunus
Indonesia

INTRODUCTION

After the Second World War, experts in modern Public Administration introduced the term "Service State" to denote some things:

1. A stronger accentuation of the serving quality of the government towards the people;
2. The existence of a new orientation in the performance of the government's tasks, a change from "stabilization and routine" orientation towards "development" orientation.

In other words, a government that will give the best service to the people, willy-nilly has to carry out development tasks. Indeed, this development cannot be laid wholly on the government's shoulders, but it also needs the cooperation and participation of the people. It cannot be denied, however, that the government plays a leading and decisive role in the development process which includes program, procedure, and performance.

This paper is prepared to find out how the development process goes. Because of the limited time allowed, the analysis will be focused on just one of its aspects. An approach to this problem of development - regional development in particular - will be made from the aspect of the role of the Regional Government in the development of the region concerned.

The problem is discovering who is responsible for the performance of the development program in the region. As an illustration - in the frame of analyzing the above-mentioned problem - a case will be put forward, which has taken place in the region of Kabupaten Bogor, West-Java, of the project of the building of the Jakarta-Bogor-Ciawi highway, better known as the Jagorawi project.

CASE: THE JAGORAWI PROJECT

The building of the highway is to be carried out by the Department of Public Works and Electric Power. For this purpose, the Minister wrote a letter (14 January, 1972 - No. Men. 8/2/14) to the Minister of Internal Affairs, asking for the recall of right and authority over construction sites in favour of the Jagorawi project.

Then the Minister of Internal Affairs issued a decree (No. S.K. 5/DDA/1972) allowing authority over the sites and constructions for the Jagorawi project, the contents of which are as follows:

Allowing the PWEP Department authority over the sites together with all the constructions on them, located in the DKI Jakarta and West-Java provincial territories, covering an area of about 50 km. long and 400 m. wide, on the following conditions:

- a. The authority includes the right to clear them from the occupants or users, and to pull down the constructions that have to be removed.

- b. To help those who have to leave the constructions move from their old dwellings to new ones, and/or to give them compensation in the form of money.
- c. The PWEP Minister together with the DKI Jakarta and West-Java governors/regional heads are to set up a committee with the task, at the first stage, of consulting with the above persons so that the recall of their rights over, and the clearing of the sites and construction as well as the evacuation of the occupants could be arranged by giving compensation in the form of money and/or other facilities.
- d. The committee, as mentioned above in c., is to consist of PWEP Department, Public Administration, Agrarian and Land-registration officials and other officials considered necessary.
- e. All expenses on the authorization, the legalization, the clearing and the evacuation are to be charged to the PWEP Department.

When the sites are all cleared they will be given by the Minister of Internal Affairs with a right which is in accordance with their use to the PWEP Department or to a body to be appointed thereafter by that Department.

As for the Kabupaten Bogor territory in particular:

- The area covered by the project includes 7 kecamatan and 17 villages.
- For the clearing of the sites (in favour of the PWEP Department, in this case the Directorate General of Binamarga) a committee is set up in reference with decree of the Bupati (14 March, 1972, No. 75/SK/AGR/72).

This paper is not to set in all details the procedure and the performance of the project, but will be limited to the problem arising from them, i.e., who is responsible for the performance of the project.

Just some points will be picked out from the case:

1. In the realization of the right over the sites and construction on them, it appears that in some places no accord has been reached between the committee and the owners on the compensation.
2. The unsatisfied owners put forward a request for reconsidering to the committee/regional head, and via the Regional Representative Council.
3. In reference to that request, the Regional Representative Council has made, in its competence, an approach to the committee/regional head, asking for an explanation and at the same time giving advice or opinion.
4. The committee/regional head has refused the interference of the Council, on grounds that the Council has no competence, because the project is a national project of the Central Government. The committee has an autonomous status, and the Bupati has no obligation to give explanation or to listen to the Council's opinion, let alone to give an account to the Council.

From the above facts, and in accordance with the title of this paper, a question arises whether it is true that the Council has no right to interfere in development matters that are not regional projects, even though they involve the interests of the people it represents.

ANALYSIS

To answer the questions, we have to consider some facts:

1. The structure of Regional Government; in this case only 2 organs will be taken into account: the Regional Head and the Regional Representative Council.
 - According to the UU. No. 18 in 1965, the Regional Government is the Regional Head together with the Regional Representative Council.
 - The Regional Head has a dual status:
 - as an organ of the Central Government, and
 - as an organ of the Regional Government.
 - On the matter of responsibility:
 - as a Central organ the Regional Head can ask for responsibility to the Regional Representative Council, but
 - as a Regional organ, he is obliged to give responsibility to the Council.
2. Development projects performed in a region can be distinguished as follows:
 - Development projects that are National projects.
 - Provincial development projects.
 - Kabupaten/municipal development projects.
 - Village projects.

For projects that are not his own region's, the Regional Head as sponsor, acts as a Central organ and is responsible to his superiors.

On grounds of the two points above, in the problem arising from the realization of the recall of the rights over the area in the Kabupaten Bogor territory, some facts can be put forward:

1. The Jagorawi project is a Central (National) project, the Regional Head as sponsor of this project acting as a Central organ.
2. From this point of view, it can be understood that, in the Regional Head's interpretation, the Regional Representative Council has no right to interfere, because he performs his tasks from the Central Government.
3. On the other hand, it can be understood as well, if the Regional Representative Council thinks it has a right to interfere, because the project involves the interests of the people it represents.

And in accordance with the title of this paper, the question arises: What is the role of the Regional Representative Council in the performance of development projects in the region?

The following opinions could, forwarded at the same time, serve as conclusions to this paper:

1. The Regional Representative Council is brought about by democracy, thus the main purpose is to democratize the Government apparatus, to fill up the people's desire in the participation in the government, by choosing their representatives to sit in the Council, to avoid a one-man government.
2. In the above sample case, it is obvious that there still prevails an interpretation as if the task of the Council were very limited, which weakens the purpose of setting up the Council itself.

3. In fact, in accordance with its purpose, the Council can act in all matters concerning the interests of the people, because they are, in any case, the people's representatives, and elected just to fight for the people's interests.
4. Therefore, in the Jagorawi case, it is wrong to consider that the Council has no right to interfere, on grounds that the project is a National project. The Council interferes in that case, because the interests of the people in the region concerned are involved.
5. It isn't true either that the Regional Head has no obligation to give explanation or to listen to the Council's opinion in the matter, or to give it an account of his policy, because, though acting as a Central organ, he remains a Regional Head, a regional organ, and is responsible for his acts to the people of the region, via the Regional Representative Council.
6. On the same reason, the role of the Regional Representative Council in the development - the development in the region in particular - in relation to various development projects in the region, is not limited to those of its own region; it reaches out to every project performed in the region, which involves the interests of the people in the region.

To conclude, I am quite aware of the fact that this paper is very simple, far from complete, analyzing just one of the many aspects which could be put forward under the same title. This is because I have to adapt myself to the time allowed.

ADDENDUM

I described in my case, within the Development Process, the need and extent of participation of the people and the role of government in leading and making decisions. It concerned the issued of conflict between the process of administration and the process of politics, and the dynamics of the interaction of their processes, and their results.

I approached it from the point of view of those who are charged with responsibility for administering the development program, and those who are supported.

In my position, both as a public servant or government official and a public leader (handle a leading position in group/party), I sometimes find myself in dual opposing roles.

In one instance, I am elected by the people to serve them; in the other I am expected to carry out the government program.

In the case I used, for example, there is a legal problem, that of acquiring private properties for public use through involuntary condemnation proceedings, but there is also a conflict between the desires of the two groups, - the local people and the government - both of which I represent.

The problem is how to seek a balance between these two things.

The role of the leader in a position such as mine is to facilitate communication not only downward from the central government but upward from the people to the central government.

I utilized both formal and informal channels to communicate with the people.

Examples of formal channels include Musy awareh Desa (village meeting weekly) and Ratjat Negiri District (monthly). The informal channels, using means like T.V. or radio or newspapers, are not effective because they are not familiar to the villages.

THE SUCCESSFUL CASE OF THE NEW COMMUNITY
EDUCATION IN A CITY

by

Soon Chul Hong
Korea

I. The New Community Movement

In Korea, the first and second five-year economic development plans have already been carried out with great success, and the third five-year plan is now actively underway. These plans have brought about a remarkable progress in our national economy.

In this process, the people have been awakened that they can make their lives well-off. And they have also come to gain self-confidence in that they find things easy to do if they make the effort. They have also been able to learn that, if they cooperate, they can tackle any job in the community to bring order and safety, prosperity and a better life, and to bring about a higher standard of living and of moral conduct.

The New Community Campaign which began to take place in farming and fishing villages, founded on this consciousness, self-confidence and sense of cooperation, has now been extended all over the country.

This movement is: First, a challenge to arouse the spirit of diligence, self-help and cooperation, and to make possible a better community. Second, an opportunity to renovate the society so that we can enjoy a more comfortable life in an improved environment. Third, a responsibility that we should modernize our country for ourselves by increasing our national income.

II. New Community School Activities

In order to push on with this movement successfully, it is essential to inspire and encourage people to do their best and to make voluntary contribution for the campaign. This demands the right recognition of the idea of this movement and careful studies of where and how to put this plan into practice on the part of each of us, which comes under the domain of education.

We are encouraging all the people to take an active part in cultivating national resources and in the development of the community, while we are devoting ourselves to the reform of sense-structure of our young students and community inhabitants so that they may have a sound national spirit and a scientific attitude toward life.

III. A successful case of the New Community Education in a city. The case of Kum Sa Primary School

It has been considered more difficult in a city than in farming and fishing villages to carry out the campaign. However, a successful case is found in a small primary school named Kum Sa.

Let me introduce this case in detail in accordance with the following items:

- a) Characteristics of the school
- b) Motivation of running a self-support school
- c) Improvement of students' skills
- d) Children's management of the farm in the New community
- e) Spread of techniques for the purpose of increasing community income
- f) The future prospects

Kumsa primary school is located at the foot of a mountain in Busan City. The school was opened in 1946 with four classes, and remained a small school with 6-7 classes for nearly 20 years until 1966.

According to the city plan, 3,900 households that had lived in their illegally built shacks in Youngju-dong from the time they had come from North Korea during January 4 Retreat of the Korean War, moved to the place where this school is situated, creating a large community.

However, there were many problems to be solved in this newly emerging area on the outskirts of Busan. The residents were discontented with their lives; they had a tendency to be wasteful though their income was small; they were indifferent to their children's education; they were always negative and critical as to what the school was going to do.

The mass migration of people caused the school to swell to a large scale, holding 5,050 pupils in 62 classes, and the school building had to be modernized.

The pupils at the time of migration was coarse and violent. What was worse, with an inferiority complex caused by their economic position, they were reluctant to study and only 20% of them wanted to continue their education at middle school. In March of 1970 when the school was getting more and more inactive on account of the above mentioned problems, Mr. Jeong took up the duties of principal. He began to persuade and encourage the teaching staff and parents to do their best for the improvement of the situation which lagged behind both economically and culturally. Principal Jeong asserted that technical know-how is essential to improve the situation. The ignorant parents, who can't find an outlet to vent their dissatisfaction caused by their eviction from Youngju-dong, came to the school in crowds, protested against the school plan and resorted to violence toward the principal, insisting, "You are neglecting your duties as principal. Technical skill? It is of no use. Teach the children the text-books!" Mr. Jeong did his best to instill in the parents a strong will and faith, and he devoted his everyday life to the moral education of the residents.

After endeavoring for 3 months, he succeeded at last in persuading the residents and began to run a self-supporting school. The technical guidance was mainly directed in group activity classes and after school hours, and stress was laid on the education for skill improvement. Encouraged by receiving a special fund from the Busan City Board of Education in September 1970, this school formed the basis for directing girls into handicrafts and boys into horticulture.

First of all, it was necessary for the teachers to master skills in order to guide the pupils. Profits and marketability had to be considered, so they had to develop not only practical but also artistic things.

This year they are directing 8 kinds of handicrafts: Weaving rugcloth, embroidering, making indoor-shoes, making embroidered cushions, knitting vinyl bags, knitting (by using crochet hooks), making packets of needles, and making wooden dolls. They are expecting to have the profit of 509,500 won from 4,420 pieces of handicrafts this year. They had already attained 58.5% of the target by the end of June.

They examine the pupils' ability four times a year, and skill certificates have been awarded to 770 excellent pupils since 1970.

And they uplifted the students' will to accomplish by exempting P.T.A. fees.

The whole profits gained from self-support handiwork were allotted to pupils and they were all expected to save them up. Every pupil of this school has his own bank pass-book of self-support savings.

They were awarded a letter of commendation by the central board for Promoting Savings on March 25, 1971.

When the school sees children full of the will to learn and their parents with confidence in and gratitude to it, teachers seem to feel they have not worked to no avail and their lives are worth living.

Parents who were ready to take a negative attitude in every thing have now come to cooperate with the school in their children's education of their own accord.

Profits gained from handicraft have increased every year and now total 1,335,000 Won. The current year profits amounted to 298,000 won by the end of June.

The school has laid the foundation for childrens' farms through building up a Nursery Garden of 3,300m² and a vinyl house of 172m² which boy pupils have mainly been managing since September 1972.

The teachers and children devoted much of their time and energy to turning acidified, sterile yellow soil into a fertile field as it is now. 4,000 young trees of about 30 kinds including azaleas, boxtrees, camellias and others were first planted in the nursery garden. The number of nursery plants has now increased to 152,000 and their price is now estimated at about 7,800,000 won. This year's income reached 180,000 won by the end of June.

The vinyl house was built by members of teachers, in which various kinds of flowers, all popular in the market, are now being cultivated. By the end of June 120,000 won was earned while this year's target is 5,000,000 won. Profits gained from the children's farm from 1971 to June 1973 amounted to 930,000 won. This has been spent on childrens' self-support savings, books on education for the school library, reinvestment on the farm, and scholarships.

They publish 20,000 copies of the New Community movement news paper a year for the local community. Through such publicity activities they are trying to enlighten the community with the new community movement spirit and to spread handicraft skills.

Besides, they donated 50 bags of cement to the local district office to support the new community movement in May, 1972. Six boys who did not go to middle school were encouraged to specialize in a skill for a year and they are given 4,000 won a month as a scholarship. This is for school expenses in case they enter a middle school. Graduates who attend night time middle schools are learning skills during the day and are given 3,000 won a month for school expenses.

Now I will explain about the school's contribution to spread new skills in increasing the income of the community inhabitants. The activities for the community have been continued since Mr. Ahn Hyo Sam took charge of this school in March 1972. Mr. Ahn, making up his mind to continue the achievements the former principal had made, took command of the school activities and made it a daily duty to visit each house on the way out of school and encourage the inhabitants to train themselves. From the example of Mr. Ahn, we can learn a good lesson that the predecessor's confidence and achievements can be fully maintained by his successor.

He and his staff taught the students' parents good techniques of cultivation and handicrafts 4 times a month. The number of the taught rose to 3,600 persons by the end of June of this year. As the result of this, the number of families who took home handicrafts as a side job grew bigger and bigger to a total of 600 families. Forming clubs, each person of the community

earns 20,000 won a month, and each has been developing the skill into his regular means for living. By the many achievements, Mr. Ahn proved that the New community movement in big cities could be accomplished no less than in rural areas. Many of the students' parents who learned to cultivate earlier are undertaking a great transformation into modern farming methods.

Although the former and the present principals contributed a great deal to transform the school and the community, the help and efforts of the whole staff cannot be ignored. As our President, Mr. Park always says, the spirit of "If you try, you can accomplish," pervaded the inhabitants and everyone became convinced that the new community movement would bring good fruits.

Now I would like to give an explanation of the future prospect. At the beginning of the year 1968, only 20% of the students who left the school could afford to enter middle schools, but in the year 1970, owing to the self-supporting school, no less than 86% of the students entered middle schools. I believe the rate will become higher and higher year by year.

This school carried out its school curriculum so effectively that the average achievement score of 41.5 on a standard test in 1970 rose to be 57.5 in 1972. Surely this trend will continue.

This school also laid stress on improving the students' physical condition. Clubs for running, gymnastics and ball games were given prizes 46 times at various games during these three years, and will continuously try to improve the students' physical condition.

The sum total earned so far through students' handicrafts is 1,330,00 won and the plants in the childrens' fair is estimated at 7,800,000 won. These will increase day by day. This year's target for profits is 1,009,500 won. Now at the end of the first half-year, the profits came to 598,000 won, so this year's target is expected to be realized. In 1975, the annual profits will be over 2,000,000 won.

The Busan Kum Sa primary school will give effective production techniques and bring up competent producers who will contribute to the realization of the national goals of \$10 billion of exports and annual per capita income of \$1,000. The aim of this school's production technique education is that according to the policy of making the whole nation scientific, the community members as well as the students improve themselves in techniques and develop their abilities.

SUMMARY

1. The New Community Movement now spreading all over the country is the campaign that accelerates modernization of the country through arousing the spirit of diligence, self-help, and cooperation and through the improvement of the social environment and the increase of national income.
2. It is firmly believed that education is the key to a successful New Community Campaign. We, as responsible educators, are determined to educate the public to take an active part in cultivating national resources and in the development of the community. This functions of the movement is "The New Community Education."
3. A successful illustration of the New Community Education in a large city (The case of Kum Sa Primary School in Busan City).
 - a. This school, situated in the poor outskirts of the city has recently made great success in terms with the New Community Education by the continued and persevering efforts of all the teachers and school members.

- b. The parents were persuaded to allow their children to work for most of their leisure time after school. The fifth and sixth graders were encouraged and taught a productive technical skill: for the girls the art of handicraft and for the boys horticulture.
- c. The profits were partly spent for providing scholarship fund, buying books for the school library, and reinvesting in the school farm.
- d. Furthermore, they pushed on with their work and instructed their neighbors in handicraft and horticulture with a resulting contribution to the increase of the community income.

ADDENDUM

I. The New Community Movement (page 1)

The New Community movement has been closely related with the long range economic plan as well as President Park's strong leadership.

II. New Community Education (page 2)

- a. New community education should be called "new community school activities."
- b. New community school activities are basically correlated with the so-called Sae-Ma-eul Movement. Both of them aim to reduce the gap between rural and urban districts, to meet the demands imposed by rapid change in the process of industrialization.

III. A Successful Case of Kum-sa Primary School (page 2-9)

The concept of "self-help school" is not clearly described, so some participants misunderstood. The real meaning is to encourage children to learn by doing for others as well as themselves, to help children to grow in their hearts the self-help spirit as well as service for the benefit of others, and to encourage teachers to do their best by working with children and community people for improving community environment and standard of living. The handicraft workshop, improving skills, running farms for children, etc., are just partial examples of their activities.

MY EXPERIENCE WITH THE SAEMAUL (NEW COMMUNITY) MOVEMENT

by

Sam Ju Kim
Korea

I would like to introduce the nationwide Saemaul Movement to you. I have often heard that foreigners and Korean residents in foreign countries who visit our country had great admiration for the development of the rural area. It goes without saying that the foundation and the remaining energy of the greatest economic growth which was firmly established in the sixties will flourish in the various fields in the seventies, - particularly the spirit of the Saemaul and Renewal Campaigns have brought to the basic moral and living condition of our people great change and renovation.

Why is the Saemaul Movement successful?

The following are important factors which made the movement successful. The first factor is that it is matched with historic necessity and realistic urgency. Secondly, the Saemaul Movement has been guided and supported by the government. Thirdly, the Saemaul Movement has been promoted by the whole community. Thus the three year-old Saemaul Movement has been set on the main road.

At first the government supplied 335 sacks of cement per village during the testing stage of the Saemaul Movement in 1971. Then in 1972, government supported the movement by donating 500 sacks of cement and a ton of iron for each village in the beginning stage. In order to support the community properly the government classified each community into one of three types; such as basic developing community, semi-developed community, and self-supporting community according to the development phase.

I. What is the guiding concept of the Saemaul Movement?

In short, the Saemaul Movement is to abolish unneeded formalities implanted deeply in our living situation, and to plant the new order toward prosperity. In other words the government is trying to replace the frustration and idleness of the farmers and villagers with energy, valor and desire.

The Saemaul Movement is the nationwide awakening movement. In looking back at the past, we, as Koreans, were mistaken in that we did not interpret the thoughts and tendencies of particular historic periods accurately. Secondly, we as individuals, were mistaken in that we felt no responsibility for the present living conditions and situations. Up to the present time, most Koreans were convinced that the present poverty and difficulties were simply an unavoidable historical fate and natural lot and that no one could overcome his destiny with will and bravery. Therefore, the Saemaul Movement is to change the attitude of the people to favor industry, self-support and cooperation. The posture for industry, self-support and cooperation is for every countryman to assume his own responsibility. Furthermore he has to attain and keep the right attitude to preserve public interest and cooperation. Our ancestors, however, respect the concept of "we" rather than that of "I". This implies that they loved their neighbors and coordinated together. We have a good chance to realize our inherited cooperative spirit to fulfill the nationwide Saemaul Movement.

The Saemaul Movement is the movement to enhance economically and culturally the living situation of the Korean nation. The Saemaul projects, from an economical point of view, are designed to increase the people's income while at the same time, from a cultural point of view they are aimed at making a better environment. First, I would like to point out the economic phase. It is really difficult to reform the old-fashioned farming and production order which came down from our ancestors over the past hundreds of years. Every Korean still thinks and follows the old trends. Yet the Saemaul Movement is calling today for the help of every Korean. Fortunately as a result of unceasing effort and acceptance of the belief - "Where there is a will, there is a way,"-it has been possible for our government to successfully establish a long-term economic development program with a 9.7% economic growth rate. Now we have come to believe that nothing is impossible where men are committed and industrious. It is generally acknowledged in mathematics that one and one make two. But in the productive system universal principles are sometimes added to the resulting sum. That is to say that farmers plus tools sometimes reap more than food - they also reap cooperation - a kind of "x" principle. From a cultural point of view, the problems of social evolution are, in a few words, to realize and attain a land of plenty.

A few years ago, even in the not so remote villages, it was not a bit strange to see farmers with heavy burdens on their backs side-stepping one another in order to pass on the narrow paths, or to see the straw-roofed village houses so close to the eaves of a neighbor's, or to see the villagers drinking water from a stream. Those phenomenal conditions of rural life only demonstrated that the villagers lived their lives in a somewhat less than sophisticated civilization. But, now with the spirit of the Saemaul Movement every villager has poured his concentrated effort into reforming the conditions of his own village. Consequently, our old-fashioned villages have taken on a new look. However, all of us Koreans must continue to try to raise the standard of living in the villages until it is equal to that of the middle class city dwellers. That is the problem and goal we must pursue on the side of social development.

The Saemaul Movement is a movement of practice and action. However good a project it may be, it will be a mere theory if it cannot be carried out. In fact not a few rural campaigns became fruitless in the past, because they were not supported by the whole nation. Though the Saemaul Movement at present is being carried out satisfactorily throughout the country, a few villages sometimes lost the spirit and goals of the movement. The Saemaul Movement is not a movement to observe others doing the work, nor is it a movement of just talking about work, but it is a movement to achieve and develop with the support and cooperation of the entire nation.

II. The Goal of the Saemaul Movement.

The movement should be developed step by step toward a more satisfactory stage. Even at this time the Saemaul Movement is in the beginning stage. In the future we have to set the proper target which we hope to accomplish in the movement and we must develop a long-term program of guiding the villagers to do their best in accomplishing the target. In my personal opinion, the target year of the long-term development program of the Saemaul Movement will have to be 1981. Ideal rural communities will then appear in the eighties. The ideal standard rural community represents the village where,

1. concerning the living circumstances, the road is widened, the water is supplied, and the electricity is installed,
2. concerning income and production, the people's income is \$1,000, water utilization devices are built, the readjustment of arable land and mechanized farming are attained,
3. concerning morals, self-support and cooperation are firmly established.

Particularly concerning income standards of the farmer's family, the government set a goal of 1,340,000 won for 1981. This amount is about 376% more than the 356,000 won in 1971.

Concerning the contents of income, the government will promote the rate of the agricultural income and other income at 47.8% versus 52.2% compared with 81.9% versus 18.1% in 1971.

As I described in the above statement, the Saemaul Movement advanced throughout the country. Among many communities, 'Jao Ya' village in our district is one of the model villages which attained the highest goal of the Saemaul Movement.

III. Transference into the Farming System of Group Cooperative Work

1. Problems and Causes

A. The Present Status of the Town

1. 189 people live in 33 houses. The cultivated area is 38.1 ha. So that the average arable land per house is only 1.2 ha.
2. This village is surrounded by rice paddies which are the villagers only means of living.

B. Income Factors

1. Each house earns an income of 295,287 won using the present farming method and techniques. Accordingly the income per capita is 49,214 won (\$120) which is half of the income rate of the nation, \$254.
2. The village is currently involved in the Saemaul Movement and faces the necessity of quitting the old farming method and techniques.

C. Guidance by Administrative Organization in the District

If the family-centered farming method is changed into the Group Cooperative System, the farming family: (1) will get the advantage of increasing production by the improvement of farming techniques, (2) will save time and effort and reduce investment. Therefore the result will be satisfactory for the Saemaul Movement.

D. Decision to Solve the Problem

1. Conference to solve the problem:

Members: County Chief
 Managing Director, Agricultural Cooperative Association
 Chief of Agricultural Extension Service
 Chief of Water Utilization Association
 Representative of the village

The following items have been agreed on at several conferences in order to probe for a concrete method of transferring to the Group Cooperative System in the near future.

- a. The village should integrate 23 ha. of arable land as a farming unit instead of the family centered farming system.
- b. The village should form a cooperative farm and select four or five representatives who excel in farming skill and knowledge.
- c. Each household, as owners of the land, should submit necessary funds and manpower.

Distribution of the crops should be dealt with at a rate depending on the size of area.

2. Preparatory Process

- a. All the participants at the conference had trouble persuading every farm house to follow their proposal for about a month from March 18 to April 19.
- b. A general meeting of the village was held on April 20, 1973.
- c. We chose the directors as key members.
 One President
 One Director of the Cultivating Team
 One Director of the Water Utilizing Team
 One Director of the Weeding Team
 One Director of the Farming Team
- d. The object of managing farming
 Farm houses participating ----- 23 houses
 Arable land ----- 12.6 ha.
- e. Agreed items
 - a. Every farmer should attend the training (compulsory attendance)
 - b. Directors receive no pay for their work.
 - c. Execution of the labor by scale (labor capability by age)
 - d. Compulsory participation in work by each farm house
 - e. Joint purchase of insecticide and fertilizer
 - f. Cultivation of the same kind of rice
 - g. Yearly settlement of account and distribution of production

E. Supply of Managing Funds

1. Cash investment by each farm house
 5,000 won for 0.1 ha.
 Total --- 386,900 won
2. Support of loan
 County Chief confers with Managing Director of Agricultural Cooperation Association. Loan from Agricultural Association --- 243,100 won.
3. Contract with government for good production bonuses
Cultivation Contract
 300,000 won for 429 Kg in 0.1 ha.
 500,000 won for more than 500 Kg (highest production in the province)
 1,000,000 won for more than 500Kg (highest production in the country)

F. Electing the Managing Director

1. Elect a director from the participating farm houses
2. Select a person who graduated from the Department of Agriculture, in an Agricultural College. His skill is recognized because he has worked in the field every year.

G. Estimated Growth of Income

1. Crops 689 Kg (152%) per 0.1 ha.
2. Mean income per farm house --- 443,148 won (\$1108.87) (149%)

H. Evaluation and Prospect

As one of the targets of the Saemaul Movement, the Group Cooperative System of Cultivation, which was transferred from the family centered system, will be accomplished in the near future. Even though this successful change was limited to one small village, each farming house participated in the change increased its income, and will develop further. At the same time each village will spur the modernization of farming with the Saemaul Movement. Also this system will spread to many communities resulting in the improvement of farm life and culture. This fact will enable us to meet the important and satisfying goal of being self-sufficient in the production of our nation's food and consequently will initiate a bright future for Korea.

ADDENDUM

1. Will extend the system of group participation

A. Preparatory step

1. Select 10 villages having the same conditions as Jaya village.
2. Hold the evaluation meeting with concerned staffs and village people.
3. Will involve 10 new leaders of the selected villages in this meeting.
4. Concentrate on project diffusion in the 10 selected villages.

B. Administrative steps

1. Designate employees of agricultural extension service to dwell in the village to guide.
2. Execute the survey to those farmers who are able to join the in project.
3. Establish the management organization for the village projects.
4. Major points to be discussed in the meeting:
 - a. Projecting farms to join in.
 - b. Establishing the executive team.
 - c. Searching for the funds needed for cultivation.
 - d. Adjusting the ratio of labour needed.
 - e. Selecting the seed of rice to plant.
 - f. Deciding on the method of distribution.

C. Plan to carry out

1. Duration of committee from March 1 to March 31, 1974.
2. General meeting from April 1 to April 10, 1974.
3. Executive team will be selected.
4. Agreement of village people on carrying out the new system.

2. Emphasis on technology to get more income

A. Purpose

1. Educate village people to adjust to the changing conditions of the project; economic, domestic and international situations.
2. Educate all county employees to adjust toward the goal of increasing income and method of new management and also expansion and deepening of the projects, etc.

3. Study constantly technology and engineering, as well as marketing aspects of farmer's projects to get more income.
4. Coordinate education course to improve the current farming techniques.

B. Method

1. Mobilize teachers of high school.
2. Open the temporary farmers' college to reach out to the rural area.
3. Establish continuing education course for both project teams at the county government and village leaders in cooperation with a regional university.

C. Fund to support the project

1. One of the farmer's university should be supported by rural government consortium with its own budget.
2. Continuing education courses in regional university should be supported by the national level including Ministry of Education, Home Affairs, and Agriculture.

SELF-HELP WATER WORKS PROJECT FOR FARM COMMUNITIES

by

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ABSTRACT

Presented herein are an overview of the current state of water service and related problems and of the government policies concerned with the alleviation/solution of current shortcomings. Also presented as a successful case of self-help water works project developed and carried out by an exemplary farm community. The report follows in three parts:

- Current state of water service and related problems: sub-standard conditions particularly in rural areas result in the perennial epidemic of water-borne diseases, high medicare expenses and high rate of mortality.
- Government policies/programs on water service extension to rural areas: government's long-(72-81) and short-(72-76) term plans envision a full extension of water service to rural communities by 1981, calling for vigorous participation on self-help basis by individual communities in plan implementation through new community drive.
- A case of successful project implementation: the report relates how the villagers' scheme of installing their own pipelines was developed and carried through thorny paths to its glorious end and its echo heard and propagated deep and wide.

Presented herein are an overview of the current state of water service and related problems and of the government policies concerned with the alleviation/solution of current shortcomings. Also presented is a successful case of self-help water works project developed and carried out by an exemplary farm community. The report follows in three parts:

- Current state of water service and related problems,
- Government policies/programs on water service extension to rural areas, and
- A case of successful project implementation.

1) Current State of Water Service and Related Problems

Water service is extended to only 23.5%¹ of the overall provincial population (4.6 million), mostly concentrated in a few urban centers and almost totally absent (a meager 2.5%²) in rural communities which have traditionally depended on natural water from wells, springs, and streams. This disastrous state of water service, manifest in the comparison given in Table 1, particularly in rural areas has resulted in the perennial epidemic of water-borne diseases³, high medicare expenses and high rate of mortality, particularly among infants.

COUNTRY	POPULATION SERVED	COUNTRY	POPULATION SERVED
The Netherlands	97%	The United States	80%
The United Kingdom	96%	Japan	72%
Italy	90%	Taiwan	31%
Germany	87%	The Philippines	2%

TABLE 1: State of Water Service in Select Countries (1966)¹

2) Government Policies/Programs on Water Service Extension to Rural Areas

Based on the MOHSA's long-term Social Development Plan (1972-86), the Provincial Government laid out its own long- and short-term programs for the extension of water service particularly to rural areas.

- a) Long-term Plan (1972-81) envisions a full coverage of rural communities: 80% of the overall rural population to be served by pipeline systems with the remaining 20% by community wells.
- b) Short-term Program (1972-76), contemplated in the Provincial Government's Integrated 5-year Development Plan, envisions
 - the extension of portable water service to 65% of rural populace⁴: 58% by pipeline networks and 7%, where the local hydrological conditions quantity-/quality-wise preclude the installation of such networks, by community wells (Table 2); and
 - the hygienic control of the quality of water sources for such pipeline systems and community wells.

¹Source: Social Development Long-Term Plan 1972-86, 2nd edition, Ministry of Health and Social Affairs, (MOHSA), September, 1970. National average stood at 27.3% as of 1970

²Covers 7 townships out of 22 and 3 myuns out of 130 as contrasted to all of the 5 municipalities withing the province

³Typhoid fevers, among others: see page 3

⁴During the same period 72-76, percentage of urban population to whom water service has been extended will rise from 60% in 1972 to 100% in 1976 in uniform step of 10% per annum.

Basic policies underlying these programs call for vigorous participation on self-help basis by individual communities in program implementation through "New Community Drive". Villagers are to mobilize what resources they can toward the fulfillment of their commitment while local governments from provincial down to myun level will join them, only at the overt sign of the former's commitment, with what technological and material assistance they can provide.

ITEM	1970	1976
Pipeline Systems, number of units:	18	1,827
Community Wells, number of units:	607	22,703
Total Population in Rural Communities, thousand:	3,000	3,260
Population Served by Pipeline Systems/Com Wells, thousand:	75	2,119
% of Population Served vs. Total:	2 1/2	65

TABLE 2: Water Service Extension to Rural Communities⁴

3) A Case of Successful Project Implementation

This case study involves a remote hamlet⁵ 50 km inland SW of Taegu and 10 km out of the seat of country office, a consanguineous community⁶ of mostly marginal rice-growing population of 481. Table 3.

The village had no wells, hence its inhabitants from time immemorial had to tote water from a nearby well one-half km away in a neighbor hamlet; so toilsome and time-consuming a routine this water-toting had been particularly on the woman folks of the village that, as legend relates, the sun set in the water jars carried on the head of women treading home after three trips to the well. Prolonged rain polluted the well and caused perennial outbursts of water-borne diseases (4-5 cases of typhoid fever every year); prolonged draught scorched the well and sent the villagers digging water elsewhere.

Here in 1969 against a heap of opposition and obstacles, the womanfolks of the village organized a fund-raising campaign for the installation of their own all-weather water system. Their dream coming true in three years, some cried in joy, and the others gaped in total disbelief, at the incredible sight of silvery water running out of metal faucets, which was carried through mile-long pipelines across the field and hills that their ancestors, in total submission to their fate, had trodden for centuries.

The report relates how the villagers' scheme was developed and carried through thorny paths to its glorious end and its echo heard and propagated deep and wide.

⁴During the same program period 72-76, percentage of urban population to whom water service has been extended will rise from 60% in 1972 to 100% in 1976 in uniform step of 10% per annum.

⁵Shinchon-dong, Sangim-myun, Koryong-dun (country), Kyungsan Pukto

⁶The Chun clan comprise 80% (68 out of 85) of the community households; minorities include 12 Lees, 3 Kims and 2 Choies.

ITEM	QUANTITY	REMARKS
Total Number of Households:	85	100%
Number of Farming Households:	73	86%
Tillage, Total:	65.4 ha	100%
Rice Paddy:	46.7 ha	71%
Average Acreage per Household, overall comnty:	0.7 ha	
Acreage per Household, less than 1 dan*:	5 hshld	7%, marginal
1-5 dan:	41 hshld	56%, ditto
5-10 dan:	16 hshld	22%, ditto
over 10 dan:	11 hshld	15%
Farm Produces, Rice:	200,000 litre	
Barley:	100,000 litre	
Pulses:	3,000 litre	
Potatoes:	7,500 kg	

TABLE 3: Acreage & Produces of the Sample Village (1972)

*1-dan equals 200 pyungs or 648 square meters

a. Organized Fund-Raising Campaign: March of Spoonfuls

Campaign leaders⁷ took the issue to the community housewives' meeting which gave the proposal its unanimous sanction, and in March, 1969, 60 housewives' organized a 3-year 3-spoonfuls-a-day rice-collecting campaign to raise fund for the installation of an all-weather water system. The only motivations the leadership and the housewives had got were a piece of casual advice from a visiting city dweller that PVC pipes would come in handy for such a purpose and their determination to crack women's traditional inert submissiveness to their ill fate.

Simple arithmetics indicated that this seemingly insignificant march-of-spoonfuls campaign would in three years net a total of W388,800 (equivalent to \$1,000) in principal alone, enough to carry their scheme through, i.e., three spoonfuls (0.06 litre) of rice collected a day per household would grow to

in one month:	0.06 litre x 30 days=	1.8 litre
in one year:	x 12 months=	21.6 "
in three years:	x three years=	64.8 "
	or @W100 litre, x W100=	W6,480
	and from 60 households, x 60=	W388,800

Elated housewives took the campaign home and ran into a cold heap of opposition.⁸

b. Determined Drive: Tenacious Persuasion & Waning Opposition

Opposition came from village elders and male heads of household; in a Confucian tradition, the elders and the male have had undisputed precedence over the young and the female. Excerpts of the opponents' allegations:

- apprehensive: We run short of food every year; we have nothing to put up
- skeptical: Pipelines? A daydream with our meager resources.
- outright malicious: If you womanfolks have nothing else to tender other than bragging

⁷ 7-member team of pioneers including head of the village and the chairwoman of the community housewives' club.

⁸ Opposed were 13 elders (8 males and 5 females, all over 60 years old) and 5 male heads of household.

⁹ E.g., export-oriented variegation; cattle (98), hog (80), and chicken (702) raising.

about nonsense, take a siesta!/. If it is such a wonderful thing, keep it to yourself and stay away from my household!

- scornful: Our ancestors did without pipelines, you lazy fanatic!/. This village has witnessed no ghost of woman who died toting water!

Persuasion evolved around the campaign leaders' assurance that the scheme

- is definitely practicable, especially with the mobilization of free labor;
- results in a permanent, all-weather and pollution-free water supply system that would do away once and for all with that deadly epidemic and woman-folks' dreary hereditary chore of water toting; and
- is profitable: time and labor thus saved can be put to any other productive purposes⁹

and their pledge that if the scheme should ever fail all the cash and rice contribution thitherto would be fully reimbursed.

The campaign progressed. Rice collection continued covertly after dark and in the absence of men; persuasion continued overtly, buttonholing the opposition day and night. Rice collected was loaned out to earn interest. As months and years passed, opposition visibly waned. And exactly in three years, the campaign netted W450,000 (\$1,000) in principal and interest accrued.

c. Goal Attained: "Look at that water!"

To the fund thus amassed an additional cash contribution of W300,000 was made, collecting W5,000 (\$12.50) apiece from each of the 60 households. And in March, 1972, with W750,000 (\$1,900) on hand, work began. Men and women, young and old, joined with hoes and spades. A month later, a mile-long pipeline having been properly laid, the whole village, supporters and the opposition alike, gathered in festivity to witness this most memorable event in the village's 400-year history: jets of silvery water, tapped safely underground and carried through PVC pipelines, gushed out of the metal faucets. Some of the elders were heard yelling: "Look at that water!"

The whole scheme was developed and carried to its goal over a span of three years sheerly by the hands of traditionally ever submissive and inarticulate womenfolk who stood to challenge nature's mischief.

d. Impact Felt: Chain Reaction and Policy Reshuffling

The news of the success story spread fast and wide, and the impact was felt universally. Women built a consensus and did a miracle with a trivial march of spoonfuls! Awards and eulogies aside, fellow villagers rushed to repeat or extend the miracle themselves; the bureaucracy capitalized on the case to resurvey its policy horizon.

Within the home village, the second phase of the campaign followed in full sail. The original two-year scheme cut in half with the county offic's cash contribution, pipelines were extended to all the reamining households of the village in April 1973. Table 4.

Neighbor communities took the cue and the pipeline systems became a pet project of the new community drive, local governments providing a minimal support in terms of technology and limited quantity of basic construction material (such as cement and steel bars).

County Office, impressed by the spontaneity and effectiveness of the movement, propagated the news through administrative media and itself came to aid the villagers' second phase of endeavor with W20,000 cash contribution to give some incentive to fellow communities' similar undertakings.

Provincial Government reviewed its short- and long-term policies; its original target of full coverage by 1981 (see page 2) is being reset at 1976. Total investment to this end is estimated at W2.5 billion (\$6 million), to be raised on self-help basis by the end-users themselves by proven means available to them, e.g., march of spoonfuls.

<u>ITEM</u>	<u>PHASE 1</u>	<u>PHASE 2</u>	<u>TOTAL</u>
	<u>69-72</u>	<u>72-73</u>	<u>69-73</u>
Number of Households Served:	60	25	85
Number of Population Served:	353	128	481
Fund Raised, Internal Contribution; W1,000:	750	126	876
External Aid; W1,000:	—	200	200
Labor Contribution, man-day:	9,500	4,440	13,990
Total Length of FVC Pipelines, meter:			3,090
Per Capita Supply, litre/day:			30
Total Source Capacity, litre/day:			24,000 ¹⁰

Table 4: Water Works Extension in Sample Village

¹⁰ At current consumption rate as shown and population increase (1.8% or 9 persons per annum), capacity exceeds consumption by 40%. Additional underground source will be tapped in the case of capacity shortage.

ADDENDUM

I. If I were to do it again, I would invite to the project site a survey team composed of those representing the various sectors such as public administration, mass media, religion and other functional areas. In this way, I would have had a more positive and stronger support of this project through better understanding by these people on the potable water conditions of the islanders.

II. If I were to do it again, I would form an action committee which would elicit the support of the total population of the island. This committee would be composed of the representatives of various agencies, schools and informal leaders of the island. This would have strengthened the sense of participation on the part of the islanders. To rely only on the fishery cooperative was a mistake.

III. I would have trained the public officials of the town and country governments and the leaders of the villages in the technologies involved in the project. The one technician whom I recruited from the mainland was not enough in view of the project scale. The training would also have created a sense of confidence and promised earlier accomplishments.

A STUDY OF A DEVELOPMENT PROJECT:
RURAL HEALTH CENTRE, MALAYSIA

by

Ibrahim bin Abdullah
Malaysia

INTRODUCTION:

2ND MALAYSIA PLAN:

Our development plan is based on the 2nd Malaysia Plan. The Second Malaysia Plan is from 1971 - 1975. The emphatic theme of that plan is to employ economic development as a vehicle to achieve greater social justice.

Reflecting the Government's aim to strengthen national unity under the new economic policy, the plan seeks through economic expansion, the eradication of poverty and the reconstruction of the Malaysian Society so as, to lessen and eventually eliminate the historical identifications of the various races with separate economic functions.

NEW ECONOMIC POLICY:

The new economic policy is to create a development programme of both the public and private sectors which are aimed at achieving the two important objectives of the new economic policy; namely:--

- a. Eradication of poverty in the country.
- b. Restructuring society and economic imbalance.

The 2nd Malaysia Plan therefore reflected the Government's determination to achieve national unity, and to create a just and progressive society. One point to be stressed now and again is that, in implementing the new economic policy, the Government gives its assurance that nobody will lose his fundamental rights, benefits, income or jobs, in the process.

PRESENT APPROACH TO DEVELOPMENT PLANNING:

- a. Red Book System.
- b. Operation Room System.
- c. Directive No. 1 System.

The Red Book System:

To standardize the planning functions. The spirit of this book in Malaysia is the antithesis of "Red Tape."

The Operation Room System:

It is a centre where the whole process of development planning and coordination of implementation take place at various levels, mainly: --

National Level
State Level
District Level
Village Level

The Directive No.1:

To streamline and strengthen the basic structure of development administration. In accordance with this Directive a National Action Council and a National Security Council have been established. A new Unit (ICDAU) was also established.

PLANNING PROBLEMS AND CONSTRAINTS:

The present development administration system at State and District levels may be considered a sub-system operating within the framework of the larger national development administration system with which the former is very much interrelated and interdependent. Therefore, the effectiveness and efficiency of the State/District system, to a considerable extent, is dependent on the nature and characteristics of the national system. In this context, a brief evaluation of the national system should therefore be regarded as a pre-requisite to any attempt at evaluation of the State/District system of development administration.

In order to provoke some serious objective thinking over this area, however, some prominent questions may be raised pertaining to this system.

- (i) Is the present structure for national development administration specifically designed to accomplish the present broad goals, objectives and policies of development? On what basis, and in what manner, is an attempt at integration of this system operationalized?
- (ii) Besides the Second Malaysia Plan document, are there adequate subsidiary five-year plans pertaining to specific development areas designed within the framework of the National Plan?
- (iii) To what extent, and in what manner, is the present system designed to promote effective executive leadership at the various levels of development administration?
- (iv) To what extent can the present system be considered responsive and receptive to change and innovation initiated by development administrators at the lower levels?
- (v) Can the present communication system as a whole be considered adequate and effective as a means to facilitate maximization of rationality in decision making?
- (vi) The rapid rate of population growth, the high rate of unemployment and underemployment, the need for accelerated development, among others, are now serious national problems. To what extent is our present system designed to provide incentives and the necessary environment conducive to the development of motivation in the service?

The six questions cover only some of the most pressing problem areas in our present system of national development administration. These questions are directly related to the underlying factors determining the nature and characteristics of such problems at the state and district levels.

TECHNIQUE USED BY DISTRICT DEVELOPMENT COMMITTEE:

Rural development problems and proposals must first be studied on the ground. Mere paper planning from a desk is useless!

1. First collect all outstanding requests from the people, e.g., village roads, bridges, health centres, etc.
 1. Requests which are not practicable;
Reject these and inform village applicants with regret.
 2. Requests which are practicable; retain these for consideration in the Plan.
2. Next collect and consider all proposals by Government Departments and integrate these with village requests in a single co-ordinated plan.
3. The method of planning is to be as follows:
 1. First take stock of what already exists and where.
 2. Summarize what improvement can be made to what exists.
 3. Consider where new areas can be opened up and list proposals to achieve this.
 4. Show location of all proposed improvements and new proposals on tracings.

Officers responsible for planning and development and implementation will avoid exchange of correspondence. They will in all cases proceed by discussion and joint consultation, as required by all the 3 Systems mentioned earlier.

Apply the dictum "That it does not matter who you are, where you are, what your are - the only thing that matters, on these Development Teams, is to implement development projects as quickly as possible. Results are what is required."

RURAL HEALTH CENTRE IN MALAYSIA

Background of Health Services:

After World War II and during the National Emergency, medical and health services were organized to meet the prevailing conditions and the immediate health needs and problems in the rural areas and the resettled villages of the States of Penang and Malacca. Numerous maternity and infant welfare centres and clinics; static and traveling clinics and dispensaries, and various types of services from voluntary organizations were organized to bring medical, health, dental, nursing and midwifery services into these areas. It may be stated that during these times, individual States were administratively and financially autonomous. The availability and degree of development of medical and health services were greatly dependent upon the social and economic conditions of the State. The medical and health services prior to the inception of Rural Health Service Scheme were therefore, unevenly distributed and inadequate in many areas of the country.

Objectives

The primary aim of the Malaysian Government is to raise the health standard of the rural population. The state of health of the people will play an important role in the achievement of social and economic progress in Malaysia. The Government had envisaged the expansion and provision of adequate medical and health services in the rural areas by establishing a network of rural health units, to serve about five million rural population, excluding those in the large towns. With this goal in view the Government established Rural Health Centres.

Before a centre is established, a feasibility survey is made. The people residing in that particular area have a great say in the establishment of such a centre. Their requirements are made known through the village committees - which consist of headman and Committee members. The Penghulu or headman acts as adviser. Their proposal for a centre is forwarded to the District Action Committee - which in turn forwards this request to the State if such a centre is deemed necessary. Upon approval, funds are allocated by the Ministry of Rural Development, the land is acquired and the required buildings erected.

The functions of this Rural Health Unit are curative and preventive but with more emphasis on the prevention aspect. The basic function of this Unit is to cover health promotion, specific protection against infections, diseases like cholera, chicken pox, small pox, etc., and partially cover the important preventive function of early recognition or diagnosis and prompt treatment. The functions of the Rural Health Unit are based on the important needs and problems of the rural population and on the pre-existing medical and health services prior to the inception of the Rural Health Service.

Structure

Rural Health Centre, Nibong Tebal

1. Family Planning
2. Preventive and Curative
3. Dental Unit
4. Anti Natal, Post Natal, Infants
5. School Health Programme
6. Traveling Dispensary Clinic

This Rural Health Centre houses, 1 clinic, houses for its staff, store and a garage for its mobile van. With the opening of this centre about 30,000 people in this area are benefiting from a better health, medicare and Dental Services. The following are villages and estates served by this Rural Health Centre: --

1. Village of Nanas
2. Village of Tanjong Berembang
3. Village of Sungai Bakau
4. Village of Sungai Acheh
5. Village of Permatang Tok Mahat
6. Caledonia Estate
7. Byram Estate
8. Transkrian Estate
9. Sempah Estate
10. Krian Estate
11. The town of Nibong Tebal.

To serve the needs of the people the Ministry of Health has provided the following Staff to the Centre: --

- 1 Hospital Assistant
- 1 Staff Nurse
- 1 Cental Nurse
- 2 Assistant Nurses
- 6 Midwives
- 4 Attendants
- 1 Driver
- 1 Gardener

In addition, the medical officers from the District Hospital Sungai Bakap visit the clinic on Tuesdays, Thursdays and Fridays to see referred patients and also the Dental Officer from Bukit Mertajam, a town about 20 miles away from Nibong Tebal, comes here once a week to give dental treatment.

A total of six midwife clinics come under the direct supervision of this centre.

The following breakdown figures show the popularity of this clinic: --

A.	Year	New Cases	Old Cases	Traveling Dispensary	Total
	1968	5,744	22,567	-	28,311
	1969	6,996	25,926	-	32,892
	1970	4,579	29,552	-	34,311
	1971	2,926	20,308	22,742	45,976
	1972	5,274	17,886	18,810	41,970
	Total:	25,669	116,239	41,552	183,460
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B. Maternal and Child Health Clinic

	Attendance:	Ante-natal	Post-natal (methods)	Infants	Pre-school children	School children	Total
Year	1968	3,940	3,051	4,715	1,063	580	13,349
	1969	4,447	2,650	4,470	1,235	292	13,094
	1970	4,498	3,088	5,334	1,227	812	15,409
	1971	3,787	2,654	4,012	795	285	10,533
	1972	4,432	2,165	4,823	1,281	680	13,381
		21,554	12,608	23,354	5,601	2,649	65,766
=====							

C. School Health Services

School Health Services were started in 1969 under the wing of the Health Centre Nibong Tebal to cater for the health needs of the school children.

Reason for this change: --

1. The "rural" population of the Penang State is more of a semi-urban nature, with relatively easy access to social amenities including Hospitals and Clinics.
2. Health of the School child (especially 6-12 years) is very important as it will affect not only his growth and development, but it will also affect his education and intelligence in the long run.
3. In contrast to the adults, the sick child or child in poor state of health:
 - i) may not be aware that he is sick/ill
 - ii) may be too scared of the Doctor or Hospital Assistant to seek treatment.

Objectives of the New Traveling Programme for the Hospital Assistant: --

- a. to examine and treat the sick/ill school children (referred to their Hospital Assistant by the class teacher).
- b. to provide a follow up review and treatment (on subsequent visits) of those children examined, until they are found to be successfully treated.
- c. to refer those that have not responded to the Hospital Assistant's treatment, to the hospital for the Doctor's attention.

- d. to provide curative service to the community around the school, who will seek the treatment on the Hospital Assistant's visit day to the school in their vicinity.

Selection of schools for the Hospital Assistant's visit: --

The schools situated more than 1 mile from the nearest Hospital or Health Clinic have been selected as schools where the Hospital Assistant will provide his traveling health and curative service. Priority is given to primary schools as it is anticipated that the students in Secondary Schools are more capable of looking after their physical health and seeking treatment when necessary.

In areas where the schools are far from the nearest Hospital or Health Clinic, but where two or more schools are within walking distance from one another, one school which has the biggest population or which is more central has been chosen as the Hospital Assistant's stopping place. The staff of the neighbouring schools will routinely screen their school children and refer those needing medical attention to the selected school for Hospital Assistant's visit in their vicinity. These children would be accompanied by a teacher who brings along their pupils' health card.

The Role of the School Staff in this Programme: --

1. to provide suitable space/room with 2 tables, or 2 more chairs and any other basic furniture/equipment that is necessary for the running of this clinic (on the Hospital Assistant's visiting day to the School).
2. to assist the Hospital Assistant by making the children line up for examination, maintain quietness and order, etc.
3. to keep a register of the children each class teacher finds Not healthy according to his observation (1-2 days prior to the Hospital Assistant's Schedule visit). He refers these children together with their respective health cards to the Hospital Assistant for treatment.
4. He follows up the progress and recovery made (or otherwise) by each child seen by the Hospital Assistant after the Hospital Assistant's treatment.
5. The Headmaster and teachers make it known through their students *(P.T.A., Board of Governors, etc.) to the neighbouring community in the school on Hospital Assistant's visiting day (this applies especially to those schools situated 2 miles or more from the nearest hospital health clinic.)
6. Role of the Teachers of Schools not included in the Hospital Assistant's Traveling Programme;

The schools are within walking distance from either the hospital, health clinic, or school being visited by the Hospital Assistant. The teaching staff of those schools will play their important role by each classroom teacher reviewing the health of each child in his class every week/fortnight and referring those needing attention to the nearest Hospital, Clinic or School visited by the Hospital Assistant on the Hospital Assistants visiting day.

* P.T.A. - Parent, Teacher Association

The Role of the Hospital Assistant

1. To ensure keeping up to his schools programme and time unless he is on leave when he will inform the schools ahead of the schedule, or when it is a public holiday.
2. To examine the child as to detect all the health problems of each child, make a note of these in the pupils health card and also of the treatment given, advice to teacher, parent, pupil etc.
3. To ensure follow up of all children during subsequent visits until Hospital Assistant/Teacher are happy of the health recovery made.
4. To provide treatment to the sick members of the community in the neighbourhood of the school, after he has treated the children (in the school premises itself).

Traveling Programmes of the School Health Service are very successful and teachers, parents and school children fully support it.

D. Ante-natal, Post-natal, Infant Unit

Initially the Rural people shunned to use the facilities offered by these units. This was mainly due to their traditional beliefs. It is customary for a Malay woman to deliver her first born at her residence. By this practice a number of women died during child birth. If there are no complications, the child could be delivered at home with the help of Government Midwife. This midwife will receive direction, guidance and supervision from the Health Nurse of the Rural Health Centre. Her duties are: --

1. to provide domiciliary midwifery service, including anti-natal and post-natal care.
2. to assist in the anti-natal and post-natal clinic sessions.
3. to take care of the newborn and of the post-natal mother for 10 days or more when so required by the case.
4. to provide health instruction for the mother at the clinic and during her home visiting of her cases.

Nibong Tebal Health Centre: --

1. Midwife Centre at Nibong Tebal.
2. Midwife Centre at Sungai Kechil Village.
3. Midwife Centre at Sungai Bakau Village.
4. Midwife Centre at Sungai Acheh Village.
5. Midwife Centre at Tanjong Berembang Village.
6. Midwife Centre at Ptg. Tok Mahat Village

The object of these centres is to ensure that every expectant mother and nursing mother maintain good health, learn the art of child care and bear healthy children.

Dental Service Unit

This Dental Service Unit is staffed by a Dental Surgeon, a Dental Nurse and an Attendant. It forms a wing of the Rural Health Centre, Nibong Tebal. It has the necessary equipment and caters mainly for children. The duties of the unit are as follows:

1. to provide dental services in the prevention and treatment of cases and other dental and oral defects in expectant mother, pre-school and school children and of such members of the general public as are in urgent need of dental treatment and who cannot obtain this treatment otherwise than at a Government Dental Clinic.
2. to arrange public dental health programmes.

Critical Problems in this case study

In the process of implementation and organization of this development project, the problems relating to the services to the people are as follows: --

- a. Lack of professionals - namely doctors, medical and dental experts, etc.
- b. Lack of managerial and technical expertise.
- c. Lack of human resources of skilled labour.
- d. Political problems - namely a tendency of politicians promising to the electorate more than what they could do without any regard to its feasibility. Politicians trying to be of service to their constituents would put pressure on the Government. Such moves though well intended would in the long run be detrimental to the development of the Community. It would kill community initiative and efforts. In its place would rise passive or negative expectation of receiving and expecting, even demanding government to provide that which they can themselves undertake to provide.
- e. Religious and Traditional

Religious and Traditional beliefs deterred them from seeking the services of the Rural Health Centre. At the early stage they preferred to get the advice and the treatment from the village medicine man. Due to this belief infant mortality rate was high. The rural population is by nature too conservative to a change and conditioning their minds is a very difficult task. Facilities which are provided solely by Government are too often taken for granted as there is little or no feeling of ownership. Very often when government provides an amenity it is also expected to provide supporting amenities and to continue maintaining and providing its upkeep.

Individuals Responsible for Supporting the Programme at District Level

The Development Officer
 Head of Treasury
 Head of District Action/Development Committee
 Politicians - State and Federal
 Heads of all government departments responsible for development
 Community Development Officer
 Headman of the Village

Personal Evaluation

The services rendered by the Rural Health Centre are well patronized by the people. Most rural people have discarded their traditional and old beliefs and have turned towards modern medicine. Now one rarely hears of a mother dying during childbirth. The health of the rural population has improved and more man hours are saved and these are being put into more productive work.

The school children have gained a lot from the Rural Health Services. Formerly in a school of 300 pupils at least 30% to 40% of the pupils would not be attending school regularly due to ill health. Due to better health services the overall performance of the children in school has improved tremendously.

The Rural Health Centre Nibong Tebal has benefitted all - adults, pregnant women, babies and school children. I would say that the services of the Rural Health Centre had been a tremendous success due to the techniques and approaches used, as mentioned earlier in my paper.

Conclusion

It must be emphasized that the development administration system in Malaysia, at both the state and district levels has an extremely important role to play in the total national development efforts because this is where the end results/development are normally accomplished, the level which determines the success or failure of any rural development plan.

The basic structure of state/district system of development administration is just one component part of a larger system comprising numerous other sub-systems with which the former system is interrelated and interdependent. The effectiveness and efficiency of this system, therefore, is dependent on the nature and characteristic of the other sub-systems which also have their own roles to play in the total development efforts. Thus it is equally important that these other sub-systems should also be the subject of study with a view to change and innovation.

The tasks ahead appear rather formidable, but, with proper organization and leadership, these tasks have been surmounted. Implementation of specific proposals and general recommendations made here are considered essential prerequisites to accomplishment of both our short and long-term development goals and objectives, especially those pertaining to the New Economic Policy which calls for: --

- the eradication of poverty irrespective of race, and
- the restructuring of our multi-racial society.

ADDENDUM

- I. Create more effective identity of local leaders and change agents by means of giving them more credit where possible.
- II. To conduct briefing sessions for the "noise-makers" in order to educate them and to make them feel important whenever occasion demands. This will minimize their "noise" and at the same time the project will progress more rapidly without interference.

CHAIN STORE MANAGEMENT - PROBLEMS IN BUSINESS TRAINING

by

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Malaysia

SUMMARY

The Development Authority for Pahang Tenggara (DARA) through its Training and Career Development Division (TCDD) undertakes an ambitious chain store programme conducting business and training relating to business.

The TCDD involves itself in business for the following objectives:

- (i) To train the local/indigenous people in the field of business.
- (ii) To provide social service in the sale of basic social needs.
- (iii) To demonopolize the business in the town and to lower prices.

In its chain store programme, the TCDD is faced with the following problems:

- (i) Lack of suitable candidates to be trained in the business field.
- (ii) The problem of profit maximization versus social services. In carrying out its objectives, Pasaranika DARA has to forego profit maximization.
- (iii) Lack of trained personnel to carry out the management of the business.

In order to overcome the problems faced, the TCDD adopts the following strategies:

- (i) Undertakes a more aggressive approach in its recruitment programme by exposing to the local population its training opportunities and encouraging those who need training to register with it.
- (ii) Recruitment of foreign expertise to help in the management of the chain store programme.

The success of Pasaranika DARA should be seen in terms of how far it has achieved its objectives. The basic needs of the people are provided at a reasonable price, local people are trained and business in the town has been demonopolized.

INTRODUCTION

As an introduction to this paper I would like to describe below briefly the description of the Pahang Tenggara undertaking/project which is considered to be one of the most ambitious projects ever undertaken by the Government of Malaysia. The Pahang Tenggara 20-year Master-plan was the result of an intensive study carried out by the Pahang Tenggara Consultants (i.e., The Foundation of Canada Engineering Corporation Ltd.) The two year study financed by the Canadian International Agency under a soft loan agreement with the Government of Malaysia is designed specifically to accelerate the integrated development of an extensive region.

Concerning the English translation of Pahang Tenggara, Pahang is the name of one of the 13 States that make up the Federation of Malaysia, and it is in this state that the project is located. The word Tenggara means South East. The Pahang Tenggara project is often considered or described as a saga of development for a pristine area (which is larger than the State of Rhode Island) of about 2.5 million acres or the equivalent of 4,000 square miles. It is an example of a developmental project in a developing country pursuing an integrated approach. The Development Authority for Pahang Tenggara (DARA), which is the Authority looking after the Region, is given the responsibility to look into a massive programme of town building, and agricultural as well as industrial development within a period of 20 years. This entire undertaking is located in the state of Pahang, West Malaysia, one of Malaysia's 13 States, and part of the State borders in South China Sea and the eastern part of West Malaysia. The entire project is chiefly unexploited/unpopulated but with an abundance industrial resources. The main objective of this entire project is to open up the Region which has an excellent potential of forest, mineral and agriculture as well as tourist development. Secondary and tertiary processing industries will be indeed an important factor in maintaining the economic and social viability of the area. An active encouragement is being given to investment industries in order to bring the private sector into heavy concentration to further develop the economic and vast potential that this area offers.

The project development sets forth plan to settle some 500,000 people and 150,000 job opportunities in the coming decade and as a result of this expected influx of population, new towns are being planned and small "cities" developed. In this respect there exist an urgent need to develop the infrastructure for a chain of general stores which are now being planned to service the aforementioned towns and lying communities in the rural centers. This therefore has prompted DARA to start or open general stores where others, particularly the businessmen from other areas, are not interested to come in due to the existing situation where it is felt to be rather too early to generate maximum profit in view of the problem of transport/communication. Since social basic needs have to be provided, the Authority has to find ways and means of giving aid--thus bringing about a new programme of opening up general stores in areas where such services are not present or provided. This will be the essence of this paper. As the opening up of stores is also related to one of the objectives of the Masterplan for the Pahang Tenggara, i.e., getting the local population to participate actively in the various economic activities that are present now or in the future business undertaking in the region, the Training and Career Development Division of the Authority is given the responsibility of looking into the above project.*

In short, beside giving services the Training and Career Development Division is expected to render advice/guidance to the local population and, where necessary, training in order to establish a sound and practical base from which will be the development of chain store programmes in the many towns and small cities that will be built in the region in the next 20 years. As such, the development of chain store programme will be an intricate and most important part of the overall project of Pahang Tenggara. Below is explained a brief project paper as required by the East-West Center for the Public Leadership Workshop II.

GENERAL

As mentioned earlier, the involvement of the Authority, especially the Training and Career Development Division, is related to the objective of training/encouraging local population to participate actively in the region's development; one of which is in the business field. As such, it is hoped that the training in business techniques, skill as well as practical training programme can be done at the shop premises run by the Training and Career Development Division under the financial backing of the Authority. This gives rise to the decision by the Board of Directors of the Authority then for the Authority to embark on a programme or on an ambitious general store programme with the first to be at the "frontier town" called Bukit Ibam or Ibam Hill (which was a mining town before its closure) with the view to provide settlers and planning staff, including such

*The writer is the Director of Training and Career Development Division of the Authority which is directly responsible to the above programme.

other persons in the area and those surrounding areas, with food and other necessities and items at the lowest possible retail cost on either credit or cash basis. It was also agreed then and now that it is implicit in the programme that retail price level should be lower than local market price if possible.

The proposed chain store programme is also related to the need to attract investors, as well as workers that are essential to the success of town planning and building programme which is geared for the early years of development in the Region. It is also related to the need to provide some, if not all, of the facilities as found in other towns outside the region. Along with other problems that TCDD has to face, the Division is carrying out the above programme of creating chain of general stores for the region, is also faced with the problem of trying to meet the objective of providing a transition from the rural to urban way of life for the economic benefits that the development of the region provides. In passing it would be wise to mention here that initially a majority of the employment in the Pahang Tenggara Region will be resource based and mainly in agriculture and forestry. It is also true to say that since the region is still undeveloped and since only a handful of business concerns or businessmen are interested to invest or provide services above, DARA through its Training and Career Development Division where necessary under the above circumstances, will initially be involved in running the business concerns. As such the first pilot general store was declared opened with the blessing of the Board of Directors, by the General Manager of DARA in early July 1972.

PASARANIKA DARA (DARA VARIETY SHOP)

A. Objectives:

Pasaranika DARA (DARA Variety Shop) was established with the following aims in mind:

- (i) To provide opportunities of practical training in business to the indigenous people so that they would be able to manage their own business in the new towns that are to be developed. This should be seen in the context of the lack of indigenous entrepreneurs in the country as a whole and such a programme would produce a pool of indigenous entrepreneurs.
- (ii) To provide social services to the people in the "frontier-town" (Ibam Hill) in the sense of providing the sale of basic necessities like food and clothing at a reasonable price. Such an objective is undertaken because this "frontier-town" is about 65 miles away from the nearest developed town. And provision to the population is necessary so as to maintain the labour force for the development of the area.
- (iii) To provide a healthy competition in the conduct of business in the town and to demonopolize business particularly in the aspect of the sale of basic necessities like food and clothing. Before Pasaranika DARA was established, business in the town was monopolized by four retailers who fixed prices at a very big profit margin. The objective of Pasaranika DARA in this aspect is to lower prices for the benefit of the population.

B. Problems

Besides having to face the problem mentioned earlier (in general), DARA in its programme is faced with the problem of getting suitable candidates with business acumen to run the general store or many other general stores that will be initiated by DARA. This again gives rise to the need for constant and also close supervision to the stores that are away from the controlling division. It should be noted here that the business of the store is supervised by the officers in the Training and Career Development Division (TCDD) at the headquarters but it is operated by five employees of the store

who are stationed at the town. At this juncture I should mention that the headquarters of the Authority is 92 miles from the general store. The Authority is to be operated from the outside the region for the first 3 years of its inception as the region is still faced with problems of communication/transportation as well as communication with other government agencies which would be very much restricted if the headquarters were to be located in the region now.

In a developing country like Malaysia where every available resource is geared towards development, there arises a problem of the lack of trained personnel to carry out developmental projects. This is one of the problems faced by DARA in implementing its chain store programme and this problem can impede the progress of the said programme.

As Pasaranika DARA is not a personal business concern but more of a State owned business concern, it becomes a hindrance to the maximization of work and creativity on the part of the trainees/employees who manage the store. Trainees/employees of the store feel that since they do not own the store, there is no necessity for them to work hard because any amount of profit will be taken by DARA. Thus, there is a situation in which the trainees/employees are not motivated to maximize work to obtain maximum profit.

C. Solutions

- (i) In trying to meet the problem of the lack of suitable candidates for business training, the TCDD has taken a more aggressive approach in its recruitment programme. The TCDD encourages people who wish to undergo training and to work to register themselves with the Division. This would provide the TCDD with a record of people interested in undergoing training and this registration will also help in sending them to undergo the correct training according to their interests and qualifications.

As the majority of the indigenous population in the region lives in rural areas, knowledge of training opportunities available in DARA is not well known. In order to offset this problem, officers of the TCDD go into the rural areas to expose available training opportunities to the population, and in some cases recruit on the spot suitable candidates. This approach has to a large extent helped the TCDD to obtain many suitable candidates for its training programme.

- (ii) The problem of the lack of trained supervisory and management personnel for Pasaranika DARA is overcome by the TCDD training programme. Local youths are given awards and scholarships to study in institutions relating to management of business for a number of years so that they will become the pool of business oriented personnel. They will be available only in a few years time and to provide a stop-gap measure at the moment, efforts are made to recruit foreign expertise to assist in the management of the chain store programme.
- (iii) As the business conducted by DARA is not a personal concern, the problem of effectiveness and efficiency of the trainees/employees is to some extent affected negatively. For the smooth running of the business and to achieve the stated objectives, the effectiveness and efficiency of the trainee/employees must be increased. This is provided by giving them incentives and motivation to carry out their work. Apart from the usual benefits like free medical service, holidays, and provision for Employee Provident Fund, there is also the incentive of annual bonuses of the profits made by the store. The TCDD is looking into the possibility of providing music in the store so as to motivate the trainees/employees to work. Other approaches relating to human psychology will be undertaken to increase efficiency and effectiveness.

EVALUATION

In evaluating the performance or success of the project one should look at how far the objectives of the project have been achieved.

Although it is quite difficult now to assess the success of the project as mentioned above, it is quite safe to say that the programme is successful in getting the local youth/population interested and involved in the programme. DARA, through its Training and Career Development Division, is able to provide much needed practical training and guidance towards achieving the objective of creating interest for the above programme.

In carrying out the project, the TCDD is faced with the question of the use of proper technique to delegate the authority but at the same time still to control the business (away from the headquarters). Here again the fact that the chain general stores programme is conceived as a minimum profit operation (besides its objective of giving basic social needs to the people) has lessened the profit motive and this could result later in a much lower business efficiency. Also there is the need for close supervision from the Headquarters but nevertheless it is my view that as the operation of the business stabilizes, the need for supervision may be reduced considerably, thus saving most of top management time (I have mentioned earlier that the business of the store is supervised by senior officers in the TCDD at the early stages of its business). It is also hoped that the operation of the general stores can be decentralized and at such time it will be gradually realized that the keystone of the success of the programme lies in the performance of each individual shop keeping. At such time then and towards this goal, proper training, control and the result measurement will become very necessary.

Another success which can be mentioned here is that although it is not so much on the profit-making motive that the two shops or general stores or other future general stores are opened, the programme nevertheless has given rise to keen and healthy competition from the business sectors that are found in the region where the Authority involves itself in the business. Here again as the income levels rise and more and more workers are stationed at the town, basic necessities as well as other merchandise, assortments need to be broadened in order to accommodate demand. Although profit making is not so much stressed, the stores nevertheless can be said to be making a few contributions as far as training is concerned and in so far as lessening the monopolistic handling of the customers by the shopkeepers who were already in the town before the Authority sets up its first general store. In short, the opening of the general store helps to increase the buying power of the population, who are mainly workers in the nearby factories and plantations.

CONCLUSION

As I see it, the most important point that is to be raised here is the immediate need for expertise and skilled support from the various governments as well as private agencies, in bringing about the much needed changes in the region. With regard to the general store programme I believe the challenge that is faced by DARA or directly by TCDD is tremendous but with the meaningful cooperation from everyone involved, i.e., local population, the business agencies, other divisions of the Authority (where various development programmes that are very essential to the success of the general store programme are initiated), it is hoped that the programme can easily be successfully implemented. The programme too has helped in bringing about in one way or another situation where migration is involved (which is essential to the success of the development of the Pahang Tenggara Project). Also, in the long run from the point of view of management training, the programme will help to create a better management situation in the business field, whereby training facilities will be provided right down the line. Here again remedial training too is provided by the top management of the Authority as well as by business agencies that are involved in the general store programme through the proper channelling of information and how to run a successful business. This would bring about a proper and well managed chain of stores operations.

The only failure that may come to surface is in the problem of getting the local population to be more aggressive in involving themselves in the programme. Problems may rise in the form of difficulties that will be faced in trying to persuade and affect a change in the existing attitude of the rural people towards business. How soon to stimulate responsibilities and interest in the above fields and in that direction will not be easy but it must be done while there is still time. In short the TCDD will work towards instilling in the local population in the region the flexibility of mind and attitude to desire for more so that not only are they able to catch up with their counterparts in other parts of the region/country, but also, if possible, to surpass them.

ADDENDUM

Please refer to item C. Solutions of the original paper presented and delivered in the earlier session by the writer. The following are the points of interests that the writer would like to include as required by the instruction given by course director which the writer believes can show some of the knowledge gained by being one of the participants of the Public Leadership Workshop II.

The other approaches/strategies that the writer would like to look into or apply would be the following and should be read as from Solution (iv) and so on (as a continuation of the solutions that the writer would consider to help him face the problem mentioned earlier).

- (iv) Though the writer as well as his staff do give explanations and discuss the programmes with the local population, further dialogues with the local leaders (informal as well as formal leaders) particularly politicians, will be considered; in the light of the prevailing situation, using local religious leaders and village elders would be further important aspects of using them as linkages and intermediaries to get cooperations from the local people.
- (v) The writer, too, would like to take advantage of the respect and honour given by the people to the ruler (traditional chief) in the area as well as the state in getting people involved more actively in the programme offered.

A HOUSING COOPEPATIVE FOR INDUSTRIAL WORKERS
IN ILIGAN CITY

by

Mayor Camilo P. Cabili
Philippines

The formulation and implementation of a housing cooperative project for the industrial employees of the Maria Cristina Chemical Industries, Incorporated (MCCI) was chosen for my paper because of the importance of such cooperatives to the industrial city of Iligan and because the project is a very relevant example of how an essential service has been made available to a community by inter-action among the direct beneficiaries, the industrial sector and the government sector.

THE PROBLEM

Adequate housing for the employees of the Maria Cristina Chemical Industries, Incorporated (MCCI) carbide plant located at Assumption Heights, Iligan City, was a problem with which both management and the employees of MCCI were deeply concerned from the early days of its operation as the pioneer private industry in Iligan. Management (headed by Engineer Victor G. Guevara) rejected the usual solution adopted by other industries located in Iligan City which merely involved the building company-owned housing in land adjacent to plant sites. This solution was rejected though initially preferred by the employees-because it was not really good for the morale of employees from the long term point of view, since the employees' problem of housing would only be "solved" on a temporary basis, and only as long as they remain employees of the company.

Engr. Guevara and his staff conceived a plan which would allow employees to own their own house and lot after a few years. Basically, the plan envisioned the purchase of 5 or 10 hectares of land for subdivision among MCCI employees, for which the necessary funds would be advanced by management. The company plan entailed assistance in organizing an industrial housing cooperative among the workers, and in registering the cooperative with the Cooperatives Administration Office (CAO).

Four years after the MCCI plant was inaugurated, the "Carbide Employees Cooperative Housing, Incorporated" was registered as an industrial housing cooperative with the CAO on April 18, 1958. About 50% of the employees signed up as members. Not much headway was made for some months thereafter because of the skepticism of employees and other problems.

In the meantime, I was elected Mayor of Iligan in the elections of November 1959 and assumed office in January 1, 1960.

Quite early in my first term, I realized the crucial nature of the housing problem in my city. It was apparent that one of the steps that would help cope with the problem was the enactment of a subdivision ordinance for the city. It was while we were drafting the ordinance that Engineer Victor G. Guevara and his brother Conrado brought their problem relating to their cooperative housing project to our attention.

The Guevara brothers informed me that the proposed subdivision ordinance would erect further obstacles to their project. For example, the proposed requirement that all subdivisions must submit a performance bond for the construction of the necessary improvements in subdivisions

if no such improvements can be constructed before the contemplated sale of lots, would probably discourage employees from supporting the project. It was further pointed out that strict enforcement of other provisions of the proposed subdivision ordinance would slow down the progress of the MCCI housing cooperative.

LOCAL GOVERNMENT POLICY ON THE MATTER

Although I had not been able to formally enunciate a policy on housing for the industrial workers of my City, my schooling at the University of the Philippines, College of Law, had oriented me to an outlook sympathetic to labor and a deeply-felt conviction that government must lead in securing certain fundamental social rights of the people. During my election campaign, I had pledged to champion the rights of labor in our industrial City.

The real concern showed by the Guevara brothers for the well-being of their employees impressed me. Without any hesitation, I volunteered to amend the subdivision ordinance then being drafted by my office, in such a manner that housing cooperatives would be totally exempt from the performance bond requirement applicable to other subdivisions. Forthwith, the proposed exemption was formulated and incorporated in the drafted ordinance.

Our decision to exempt housing cooperatives from the performance bond requirement was crucial to the success of the cooperative housing project because no individual land titles could be made out to members of the proposed housing cooperative unless a subdivision had been formed and approved by local authorities. In turn, the individual land titles were basic requirement in order that the Development Bank of the Philippines (DBP) could act on mortgage loan applications. In other words, our decision in favor of housing cooperatives was a breakthrough for the MCCI project.

Fortunately, in the local election of 1959, my entire party slate from Vice-Mayor down to the last councilor had been elected together with me. There was therefore no difficulty in pushing through my proposed subdivision ordinance containing amendment in favor of housing cooperatives. Our subdivision ordinance (Ordinance No. 14, Series of 1960) passed the Municipal Board on November 22, 1960 and was approved by me soon thereafter.

SUBSEQUENT PROGRESS OF THE PROJECT

Early in 1961, the MCCI management was able to obtain the individual land titles for the members of the housing cooperative. These titles were then submitted to the DBP as collateral for individual housing loans. Applications with the DBP were filed in August 1961 and were approved in September of the same year. Thirty (30) individual applications were approved. Work on improvements on the site was started late 1960, consisting of road building, construction of drainage canals and gutters, power lines and electrical connections and similar work.

The first pilot house was constructed in November 1960, but construction of the thirty homes initially financed by the DBP started in October of 1961.

The community got a primary school (starting with Grade I) in 1963. Classes were held in the community center which was made into a provisional schoolhouse. By 1966, the MCCI community had a complete primary school (Grade I-IV). In 1968, they had a complete elementary school up to Grade VI. In April of 1970, an artesian well was constructed in the community (now known as the Carbide Village). This was necessary because the services of the National Waterworks System was inadequate.

In 1970, the Village finally got its own one-hectare schoolsite. The school now has six buildings with ten classrooms. There are now 300 school children attending school there. (The school started with only 30 grade I pupils.)

Almost 100% of the employees of MCCI in Iligan are now members of the housing cooperative. Of these, 65% have built their own homes.

OTHER FORMS OF ASSISTANCE BY LOCAL GOVERNMENT

After the key decision to amend the subdivision ordinance had been made, we were able to render sustained assistance to the project in the following manner:

- 1) The free use of Government dump trucks for the hauling of road construction material for the project.
- 2) The construction of necessary power lines and electrical connections was facilitated by arrangements made with the power company. For example, we were able to persuade the power company to construct their power lines without waiting for donation papers of the right-of-way required.
- 3) Access from the main highway to the project site was arranged with an adjoining subdivision on (the Rosario Heights Subdivision). One of the deadend streets of the Rosario Heights Subdivision on was extended and connected with the project.
- 4) The City designated another access road passing through land owned by the Lluch family although it did not, at the time, meet with certain standards for public roads. The same designation with respect to the principal road within the Housing Cooperatives area was made although it was also substandard.
- 5) The construction of a ₱10,000 artesian well in April 1970.
- 6) The acquisition of a one-hectare schoolsite adjacent to the project site. This was done by requesting the owner of an adjoining property to transfer the area being donated to the City for public purposes, to the area contiguous to the project.

SIGNIFICANCE OF THE PROJECT

The MCCI housing cooperative was the very first housing cooperative of its kind in the entire Philippines. In fact, the Cooperatives Administration Office in Manila was very reluctant to register the cooperative because no similar cooperative had been registered previously.

The trail-blazing project in Iligan was shortly followed by others in Cotabato (by the Dole Pineapple Corporation), Davao, Zambales, Tarlac and other places. With respect to the Dole project, that company invited the president of the MCCI cooperative to visit their plantation and packing plant in order to help set up their own housing cooperative.

It is believed that the MCCI housing cooperative has set a heartening example and a definite trend with respect to housing for industrial workers in our country.

ADDENDUM

- I. Firstly, I would not have given up establishing the proper linkage with our national housing authority just because that institution had no funds for my project, had not assisted any housing project outside of the greater Manila area, could not possibly render any significant assistance for some length of time, was under investigation for graft, inefficiency and the like I now realize that like most local leaders, I had the tendency to make only such institutional linkages that appeared to be of direct use to my project, and of immediate (short-term) usefulness. PHHC linkage was still necessary at least for long-term purposes, and contact or inter-action with it would in the long run bear fruit in some kind of substantial assistance.

- II. Secondly, I should have utilized mass media and interpersonal communication means. The use of mass media to diffuse the necessary information city-wide would not only focus attention to the project, but would have made it easier to "sell" our solution concerning housing for industrial workers to the other industries and workers in the city.

However, more important than mass communication for all the people in Illigan would have been the convening of properly timed community assemblies in the limited area of the community clientele. Such are of real value because: (a) they are in keeping with the culture of our gregarious, group-oriented people, (b) the ritual gathering helps generate excitement or enthusiasm for the project, (c) it indicates the degree of importance that the local government regards the project, and (d) the inter-action of the gathering with the leaders of the project could have helped clear up certain problems both before and during the period of implementation. An additional plus working for such community gatherings was the very important fact that substantial progress had been made in key preliminary matters, so that the hullabaloo rested on that firm foundation instead of being just hot air signifying nothing.

PLANNING REGIONAL INSTITUTION FOR NATIONAL DEVELOPMENT
(The University of the Philippines at Tacloban: A Case Study)

by

Hermenegildo C. Dumlao
Philippines

The belief in an individual's worth is deeply reflected in the attitude that Philippine society has taken toward the efficacy of education. The Filipino people have long viewed the educational system as the most important agency of social and economic development for the individual. The prevailing "openness" of Philippine society has been largely determined by its educational provisions.

The Philippines today is going through a major reorganization and revitalization of its governmental system, including education. Taking the lead in this mighty endeavor in its educational aspect is the University of the Philippines System (UPS).

Through its external units and extension programs, the UPS has, to an appreciable degree, succeeded in bringing the "university to the people" without necessarily sacrificing its time-honored commitment to academic excellence.

Latest projection of the University of the Philippines System as envisioned by the President of the University, Dr. Salvador P. Lopez, is the establishment of another external unit in the Eastern Visayan region.

The Creation of U.P. at Tacloban

The creation of U.P. at Tacloban required a considerable investment of resources, and to see to it that a reasonable degree of success is ensured, the prospects and alternatives were carefully evaluated.

In the matrix of great interest in higher education among community leaders, parents, prospective students, educators, and the citizens themselves, U.P. at Tacloban was conceived and born. The major thrust in the conception and eventual establishment of U.P. at Tacloban was a combination of interactions among these sources:

1. Civic Action by Community Leaders - The request to establish a branch of the U.P. at Tacloban City goes back to the late 1950's. It used to be a major plank in the political platform of the late Speaker Daniel Romualdez of the House of Representatives of the Philippines. In February 1968, under the leadership of the Governor of Leyte, Hon. Benjamin Romualdez, the Provincial Board of the province approved Resolution No. 85, petitioning the authorities of the U.P. to establish a branch of the U.P. at Tacloban City in the belief that this would be "in the best interest of the region" and a "necessary factor in the socio-economic growth and progress of its various communities."

Supportive resolutions came from the Municipal Board of Tacloban, the Leyte Chapter of the University of the Philippines Alumni Association, and other civic organizations.

2. Recommendation by a Survey or Study Commission - The report of a study commission composed of U.P. officials, faculty, and staff laid the groundwork for the establishment of U.P. at Tacloban. The group was advised by the President of the University to make

recommendations on the type of academic programs most relevant to the needs of the region, the financial requirements, adequacy of a building and site, and other requirements to make the unit viable. The Commission consulted the community on its various levels: the Provincial Governor, the City Mayor, the Division Superintendent of Schools, the District Engineer, the President of the U.P. Alumni Chapter, and other civic leaders and students.

3. Branch of an Existing University - The establishment of U.P. at Tacloban is well in line with the tradition of putting up branches in the dispersed regions of the country not well served by higher education. The other external units of UPS are in Baguio, Iloilo, Los Banos (an autonomous unit), Cebu and Clark Air Base, Pampanga. The external unit in Tacloban City covers the Eastern Visayan Region which should include, by reason of geographic proximity, Masbate, Agusan del Sur, Agusan Del Norte, Surigao del Sur, Surigao del Norte, and even the Bicol region.

At its 833rd meeting on May 23, 1973, the Board of Regents of the University of the Philippines System gave the President "authority to open a U.P. branch in Tacloban during the academic year 1973-74," and appropriated the funds necessary for the purpose.

Criteria for Creation of U.P. at Tacloban

Criteria for the establishment of a new institution or external unit derive from these fundamental facts:

1. Potential Students to be Served - With an estimated 47,000 secondary student population and 20,000 college students from the region, the U.P. at Tacloban would attract a sufficient number of qualified students into its academic programs. In 1964, the guidelines set by the Board of Regents only required a region a minimum potential collegiate enrollment of 4,000 for it to be considered as a possible site of an extension or branch of the University.

2. Availability of Resources - Resources are of course essential to the success of a new institution. The number of colleges which have died in the planning stage for lack of resources is considerable in the history of the Philippine education. Funds must be available for planning, capital investment, start-up costs, and operating expenditures.

The Province of Leyte shoulders the initial financial requirements of the U.P. at Tacloban. It has appropriated ₱200,000 to finance the construction of physical facilities for the initial student enrollment. Four Marcos-type prefabricated buildings were constructed behind the Provincial Capitol building for office, library, classroom, and laboratory purposes. In addition, the province is committed to give the University a trust fund amounting to ₱1,000,000 in lump-sum for operations and maintenance and other purposes of the U.P. at Tacloban, and ₱150,000 for the initial needs of the new unit.

The provincial authorities are aware that a continuing appropriation from the Province may not be relied upon in the long run. To meet this contingency, they have indicated their willingness to work for national government support starting fiscal year 1973-74.

Furthermore, the Province is willing to donate to the University a piece of land with an area of approximately 15 hectares comprising the capitol site and adjoining lands including the capitol building and other structures and improvements thereon.

3. Viability of U.P. at Tacloban -

a. Geographic location - Tacloban city is the center of economic, political, and social activities of the provinces of Leyte, Samar, Masbate and Surigao. In 1970, the total population of this region was estimated at 3,368,530 of which 676,732 were in urban centers and 2,691,798 in the rural areas. Because of its central location in the region,

Tacloban City was designated the seat of all national government offices in Region VIII in accordance with the integrated reorganization plan of the government. Catbalogan and Borongan, the seats of the provincial governments of Western and Eastern Samar, are only 60 kilometers away from Leyte. Tacloban City is easily accessible by land, sea and air transportation.

b. Existence of other educational institutions - In the province of Leyte and Samar, there are 99 private schools with a total secondary student population of 30,034 as of last academic year. Sixteen of these 99 private schools are offering collegiate courses. For academic year 1972-1973, these had a total collegiate enrollment of 12,721.

It is estimated that there are at least 17,000 secondary public school students in Samar and Leyte or a total secondary student population of 47,034, public and private.

In Tacloban City, at present, there are six colleges and schools and one Catholic University, Divine Word University.

A Profile of Leyte

Leyte, like all other provinces of Region VIII, is basically agricultural. Its main products are coconut, palay and corn. The next ranking crops are sugar and abaca. The province is blessed with rich fishing grounds. Between Samar and Leyte is Maqueda Bay, the second richest fishing ground in the Philippines. It ranks second only to Estancia in Iloilo in terms of fish potential.

The province is financially viable. While U.P. at Cebu has to compete with a number of well-established private universities, U.P. at Tacloban has to contend with only one private university. Furthermore, the expressed full support of the provincial authorities should make U.P. at Tacloban prosper and endure.

A Modest but Promising Beginning

Initially, the U.P. at Tacloban, a fledgling institution of higher education, will be under the wing of the University of the Philippines System. With the designation of the U.P. as the national university of the Philippines and its reorganization into a "System" of autonomous universities as per Presidential Decree No. 58, series of 1972, to carry out a policy of relevance and involvement in national building and regional development, the establishment of U.P. at Tacloban at this time is compatible with the University's projected growth and development. As soon as it develops its own capabilities, however, the U.P. at Tacloban will become an autonomous state university for the Eastern Visayan Region.

The plan for the U.P. at Tacloban calls for its evolution, in the shortest possible time, into the status of an autonomous university for the Eastern Visayas. The same hope is held out for U.P. at Baguio, U.P. at Cebu, U.P. at Iloilo, and possibly a U.P. at Davao to serve the educational interests of that region in Mindanao. The Diliman and Manila campuses will remain as the core of the University of the Philippines System.

1. Program of Research, Extension and Community Service - It is recognized that a university in today's world is inextricably involved in social change and development. In addition to providing professional and technical training, it has also a major responsibility to encourage and undertake research, contribute to the discovery, growth and dissemination of knowledge, and apply its expertise to the problems of contemporary society.

In line with this principle, it is proposed to establish in the U.P. at Tacloban a Center for Regional Development Operations (CREDO). As the name implies, the Center will be geared towards meeting the development needs of the region. Intended to be the headquarters in the eastern Visayan region of multi-disciplinary action-oriented research and

extension activities of various units of the University of the Philippines System to service their regional development programs, the CREDO will serve as the link between other units of the System in Diliman, Manila and Los Banos and the U.P. at Tacloban.

The main feature of the Center will be the pooling of talents, capacities and experiences of participating units and their concerted and direct application to the critical problems of the region. The approach therefore to its areas of concern will be simultaneously multi-disciplinary, collaborative and direct. The Center will focus its attention on the problem of increasing productivity and rural well-being in the region. Its program of activities will consist mainly of research and extension or community service work on regional development problems and policies, including manpower development seminars, workshops and short training courses, in-depth studies of urgent problems of development using a multi-disciplinary approach, and consultative services through a U.P. Development Task Force which will help bring the resources of the University to bear on the solution of regional and community problems.

For participating units, the Center will serve as the medium through which they can achieve benefits inherent in any collaborative and multi-disciplinary venture. The direct involvement with the problems of the area will not only generate a basis for testing the validity and relevance of the programs of the University but it may also produce fresh and relevant materials useful for curriculum development and planning.

The CREDO will also have a research staff based at the U.P. at Tacloban.

3. Greater Initial Prestige - In the struggle for academic prestige, U.P. at Tacloban has no problem. Firstly, it is an extension of the U.P. System which is the most prominent institution of quality higher education in the country. The organization staff of the college, mostly coming from the administration of the System, the courses offered, the admissions policy, and the faculty appointments have helped publicize the new System effort in Tacloban.

a. Courses offered - In academic year 1973-1974, the U.P. at Tacloban offers the first year courses of the general education program. The curriculum of the first two years provides a common general education background for all undergraduates in the U.P. Specialization leading to the A.B. and B.S. degrees will not start until the third year. The U.P. at Tacloban will also serve other professional units of the University, such as business administration, engineering, nursing, etc., by offering the basic courses required of the students in their preparatory years. Credits earned at the U.P. at Tacloban will be fully credited in all other colleges of the University of the Philippines.

In planning the long range academic programs of the U.P. at Tacloban, including the content of the four-year A.B. and B.S. degree courses, primary consideration will be given to the developmental needs of the region of Eastern Visayas.

b. Instruction - All members of the faculty are experienced teachers possessing master's degrees. One has a Ph.D. degree. Students will enjoy the privilege of small-group instruction. In addition, the members of the faculty make available of their time at least 10 hours a week for consultation with students.

Extra curricular activities, such as dramatics, forensics, the literary arts, music and athletics are encouraged.

For students who need special help in the basic "tool" subjects of English and Mathematics, remedial classes are organized. Such students, in particular, are advised to maximize the use of their consultation hours with their respective instructors.

c. Admission - Qualified for admission are high school graduates who:

- (1) passed the U.P. CAT (College Admissions Test) with score of 50% or better;
- (2) passed the CET (College Entrance Test) administered by the Fund for Assistance to Private Education with a score of 75% or better; and

(3) obtained a four-year average of 80% or better.

On July 2, 1973, the U.P. at Tacloban opened its doors with an initial student body of 141 carefully selected students. To provide qualified students in the future, a "Research Development Project" has been started at the Leyte National High School with 80 talented students out of 2,500 placed under the U.P. in October, 1973.

The experience in U.P. at Tacloban shows that the strategic and therefore, significant, position of the region as a center of higher learning has been fully understood and appreciated. The people of this region now face their educational responsibilities with determination. They have made adequate provisions for a sound program of quality higher education which will rebound to the development of the citizens of their own region, in general. In brief, their foresight has made it possible for the University of the Philippines System to extend to that once "backward" part of the country the blessings of higher education.

The U.P. at Tacloban provides a pattern and design for a system of quality higher education at the grassroots level for others to emulate.

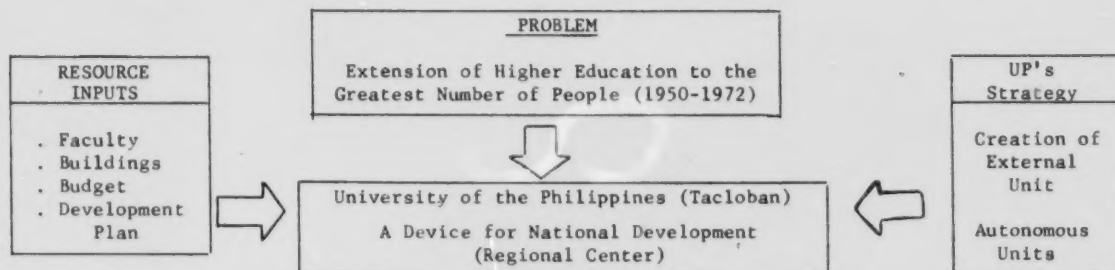
SUMMARY

Along with the national effort to reorganize the government and revitalize it for a healthy and democratic New Society, the University of the Philippines has decided to open an external unit .. the U.P. at Tacloban .. as an experiment in the idea of a "regional university." This unit of the U.P. System is intended to develop into a full-blown autonomous university in the shortest possible time, serving regional needs in discharging its functions of teaching, research, and extension services.

Central features of this academic unit are the offerings of degrees along innovative lines .. inter-disciplinary and problem-oriented. Graduates of the U.P. at Tacloban should not run with their diplomas to the great metropolis of Manila looking for jobs, but should be employable locally. Its Center for Regional Development Operations will perform research on problems indigenous to the region of Eastern Visayas and disseminate the products of research to the community.

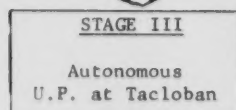
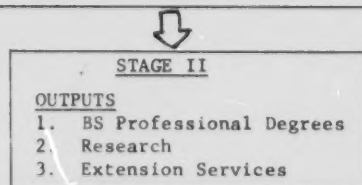
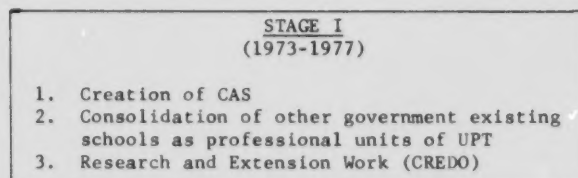
The U.P. at Tacloban is expected to lead to the integration of public institutions of higher learning in the region under its leadership. This academic institution should sink its roots in the region through involvement and commitment to the solution of regional problems, and to enhance the professionalism of trained manpower as well as the quality of life in general among the people.

 PLAN OF IMPLEMENTATION



WHAT MUST WE EXPECT U.P. TACLOBAN TO ACCOMPLISH?

1. Integrate and rationalize the system of public higher education in Region VIII.
 2. Maximize the impact of higher education in regional development through a realistic program of teaching, research, and extension services.
 3. Through CREDO and in partnership with government, bring the rich intellectual and other resources of the U.P. System to bear on Region VIII problems.
 4. Raise the level of professional competence of trained personnel in the Region, and improve the quality of life of the people in general.
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The U.P. at Tacloban Budget, 1973-1974

I. Administration-----	₱ 4,800
II. Academic-----	64,440
III. Library-----	15,180
IV. Administrative-----	58,080
V. Miscellaneous-----	21,770
Total for Personal Services--	₱ 164,270
I. Maintenance and other operating expenses-----	80,000
II. Equipment outlay including the purchase of books and other library materials-----	200,000
TOTAL FOR THE U.P. AT TACLOBAN-----	₱ 444,270

ADDENDUM

The important consideration I took into account in connection with the revision of my paper is how to institutionalize the new unit - to make it a viable institution after it has been inaugurated. As I have indicated in my original presentation, what was uppermost in my mind when the task was given to me to set up the new unit was simply to meet the deadline set for its establishment. In the process, I think, I failed to consider more in detail the long term effect or implications of the unit in the region. In other words, the clientele in the region should have been considered seriously. I set up an institution but what is more important, I should think, is to set up the unit properly so that even if leadership changes, the institution will survive the test of time.

I have indicated before that there was a lot of resistance to the entry of the new unit and it can be categorized into various levels. However, the most serious threat would come from the colleges and university in the region. It is because they felt that the entry of the new unit would pose a serious threat in the form of competition to them. It is in this context, therefore, that the strategy to lessen or minimize the resistance and threat would be formulated. The choice of strategy is simply between the use of naked political power and a more subtle, human and lasting approach. While at times expediency may be desired by a political leader, yet the use of naked political power leaves a legacy of bitterness to those who might have been affected or sacrificed. Therefore, it seems that the other form of strategy might be more desirable.

The following would be considered:

1. Make it known to all clientele in the region that the new unit is not there to compete with the existing educational institutions in the area but by virtue of the leadership of the mother unit in the field of higher education, the new unit would help to elevate the standards of higher education in the area.
2. Discuss with the Deans of the schools in the area the idea of having a joint program with them, the matter of upgrading the faculty, to be done either through a scholarship program and/or faculty exchange program.

3. Offer to some of the good and selected faculty members in the schools of the area for them to teach subjects in their field of competence or specialization by extending to them an appointment on a part time basis in the new unit.
4. Select a few good scholars and leaders in the academic field in the schools in the area and offer to them joint research projects, the purpose of which is to increase their income and also to produce researches which are of immediate use for the province.
5. Discuss with the principals of the high schools in the area the idea of helping them improve or reinforce their curriculum through the facilities and resources of the U.P. new unit.
6. At the same time, have the Governor call for a meeting of all leaders in the area and discuss with them that the entry of the new unit in the region is designed to help the schools in the region and also to help the province in the following areas:
 1. Through the facilities and resources of the new unit seminars on small-scale industry will be conducted to encourage entrepreneurs to go into small-scale industry.
 2. Seminar on cooperatives - its goals, aims and purposes to leaders of the region will be conducted by the new unit.
 3. Seminar on local government administration - to upgrade and improve the leadership skills of the local leaders and on the aims of the New Society.
 4. Seminar on land reform for the region to discuss the long intended effects and benefits of the land reform program of the government.
 5. Seminar on community development for barrio or village leaders to make them aware and more responsive to the total community development effort.

These services will be conducted on a regular basis and continuous assessment of the effects will be made. Aside from these forms of services to the province, other forms of community extension services will also be provided and conducted.

The emphasis in the overall strategy is to put forward the message to the leaders of the region - the church leaders, school heads, business leaders, local leaders, etc. - that the establishment of the new unit is simply an instrument to help develop the province and the region improve its higher education standards and offer the facilities and resources for community extension services. Through this approach and emphasis, it is hoped that the long term goal - to make this unit a viable institution for regional development - will be attained.

MUSLIM MINDANAO: RECONSTRUCTION AND DEVELOPMENT

by

Tarhata Lucman
Philippines

INTRODUCTION

Mindanao is one of the three major islands in the Philippine Archipelago. Containing an area of 95,587 square kilometers, excluding the Sulu and Palawan island-groups, traditionally and historically held as belonging to the Mindanao area. "Mindanao" is popularly known in the Philippines as the Land of Promise. Because Mindanao is endowed with rich natural resources, and opportunities for economic development are abundant in its wide and fertile agricultural lands, its deep and virgin forests, its mineral wealth, its wide navigable rivers, waterfalls, and rice fishing grounds; during the last two decades it has borne the influx of population movement from the North--migrants from Visayas and Luzon searching for better opportunities in the Land of Promise.

Before the influx of these migrants, the majority of the population was Muslim. But by 1960, the Muslim population was only 42%, and in 1970, only 39.9% of the fast-growing Mindanao population. Today, Muslims are significantly found in only a few provinces of Mindanao such as Sulu, Lanao del Norte, Lanao del Sur, the three Catabato provinces, Zamboanga provinces, Basilan, and the southern portion of the province of Palawan. In the context of this paper, we shall refer to this as Muslim Mindanao.

THE PROBLEM

It is needless to say that the development of human and economic resources is a pre-condition for national growth. And in a truly national effort towards this end, the development of human resources must proceed or at least be undertaken concomitantly, with the development of economic resources. To develop the economic resources without developing the human resources will merely be increasing the Gross National Product--no real or meaningful development will accrue to the general welfare of the people. Only a few--the elite--will benefit, and the masses will remain as poor and as ignorant as they have been before. It is, therefore, relevant and necessary to consider this precept in the Reconstruction and Development of Muslim Mindanao.

Muslim Mindanao, representing a base area of 11,625,000 hectares or 39.1% of the total land area of the Philippines, and where 3 million Muslims live together with non-Muslims twice their number, has a high growth potential because of the wealth of its natural resources and its population--in other words because, of its human and natural resources. It is sad to say, however, that today, this region and these people are very much underdeveloped compared to the rest of the Philippines.

Infrastructure, which is a pre-condition to development, is sadly insufficient. Thus far, there are only 7,762 kilometers of road in the area; a ratio of 20.4 kilometers per 100,000 people and a ratio of only 0.276 kilometers of road per square kilometer of habitable area. Only 12% of the Muslim population is served by electricity. In terms of comparison to the national average, these figures are only 50% of the national index. In other words, if the national index is 100, the Muslim Mindanao index would constitute only 50%.

In spite of the abundance of water resources, potable water is still considered a luxury because of the non-availability of waterworks systems, developed springs, and artesian wells. In 1970, barely 20% of the Muslim populace had waterworks system.

Health and sanitation are behind, compared to those in other sectors of the island. In 1970, there were only 563 registered doctors in the whole of Muslim Mindanao which means that one doctor had to serve 7,000 people. The national ratio is one doctor per 2,000 persons. The ratio of number of hospital beds and population is worse.

Predominantly, Mindanao is an agricultural region. Yet, agricultural production is lagging in the Muslim areas simply because of backward agricultural methods and techniques. The region's promise as a green belt has not yet been developed. Unemployment rate is 7.6%, compared to the national rate of 6.1%. Unemployment figures for Sulu and Lanao del Sur are 12.4% and 10.1%, respectively. This means high in any language.

PROBLEMS AND DEVELOPMENT

These aforementioned conditions further aggravate the effects of an unwholesome historical experience covering more than four centuries of conflicting and/or different religious, monasterial, and cultural values between Muslim and the Christian Filipinos whose history, culture, tradition and religion are different from each other. There is misunderstanding and antagonism, petrified by the long years of isolation, prejudice, and ignorance, and conflict, so much so that even up to this time, the Muslim has not yet been fully assimilated into the mainstream of "Filipino" life.

Up to this day, dissatisfaction among the Muslims arises because of religious differences, conflicting concepts of property ownership, misinterpretation of government policies and programs, and a feeling of being neglected by the government. This was further aggravated recently by the declaration of Martial Law which was greatly misunderstood at first, hence causing confusion among the populace in Muslim Mindanao. It is within this perspective then, that the recent civil crisis in Mindanao sometime in October of 1972 and the early part of 1973 must be viewed, if we are to understand the problems of Muslim Mindanao at all.

At the root of the conflict, of course, are the factors discussed above; the latest problems, however, though anchored on these same factors, have direct immediate causes. The Martial Law declaration, as mentioned before, spread to Muslim Mindanao with the rumor that it would forcibly convert Muslims to Christianity. When the Army required the surrender of all firearms for the safety of all, some groups resisted on the ground that this was but another step in the stratagem of forcible conversion. This, and other suspicions, were fomented by groups who stood to gain from the resulting disorder. Their aims were varied. Some were for the secession of Mindanao from the rest of the Philippines. Others were Communists who sought to divert military forces from the Luzon campaign against the New People's Army to Mindanao. Others were simply bandits who took advantage of the general confusion to rob and plunder. Others were adventurist youths. And still others were misinformed citizens who believed the rumors spread about that the government intended to annihilate the Muslims. By early June 1973, however, these groups had been scattered and the situation was well under control.

However, the resulting dislocations had been tremendous, and the efforts to rebuild what has been destroyed will take a long time. Close to one million people were displaced from their homes and have been forced to seek refuge in evacuation centers and other places far away from troubled areas. Productive activities were disrupted, contributing to the national shortage of food supply. And on the whole, the development of Mindanao was set back seriously.

Those crucial incidents have no doubt altered the economic stability, if there was any at all, in the region. There was destruction of life and property, and disruption of economic activities. The people were caught in turmoil, and displaced. Time was wasted, opportunities for development abandoned and the economy was set backwards and off-balance.

Like the rest of the Philippines, Muslim Mindanao has predominantly rural characteristics. Its transformation depends upon how urban traits necessary for economic growth and development can be acquired. Such processes can bring overall direction toward national integration, and will contribute much to the well-being of its people.

Having felt the vibration of the crisis, indeed, all these contributing factors have attained a new prominence--a prominence rightly discussed because of their implications to the entire nation since they have resulted in a redefinition of perceptions regarding our unity as a people. Because the problems brought about by these factors strike at the very stability of the individual, they affect the very basic development, not only of the individual Muslim but of the nation as well. These may well be the catalysts that will enable us to meet and establish the pre-conditions for economic-off--a happy blessing, for all we know.

RECONSTRUCTION AND DEVELOPMENT PROGRAMS

Being a land of high growth potentials, Mindanao has inherently been the target of so-called major development efforts by the national government. However, all these past effort put together have barely scratched the surface. The statistics are clear: Mindanao is still underdeveloped. It is only now under the government's New Society programs that massive efforts towards the integration of the Muslims into the national mainstream of Filipino life, thru the development of their natural and human resources, are being sincerely and persistently pursued. Rehabilitation, reconstruction and development programs designed to uplift the people of Muslim Mindanao are now being implemented by the New Society. These programs help equalize all aims to propel the growth of the economy, reduce distribution of income, unemployment, eliminate social injustice and restore peace and order. All these, as well as the positive benefits brought about by an improved economy.

The basic condition that peace and order must exist and be assured, is a condition precedent to any program of development. Thus pacification has become the primary ingredient. In this connection, the campaign must involve direct armed confrontation between the existing groups, and measures must be implemented to attract and absorb dissidents to the folds of the law, in order to establish the rule of law and order.

All development activities of the government cover all strata of socio-economic build-ups, among them are infrastructure, food production, land distribution, irrigation, electrification, housing, health, education and manpower training, including its management and financing. To dispel the common sentiment in Muslim Mindanao that progress has been bypassed in this part of the country despite its potential to contribute to the attainment of national goals, the Reconstruction and Development Program for Muslim Mindanao (RDPMM) is a tool to return the area to normalcy and, after doing so, expand the sphere and accelerate the pace of economic growth and development.

THE CASE OF THE SPECIAL PROGRAM OF ASSISTANCE FOR THE REHABILITATION OF EVACUEES (SPARE)*

Awareness of these conditions and the need to do something about them led to the formulation and implementation of the SPARE. On October 20, 1972, the President of the Philippines signed Letter of Instructions No. 30 providing the legal basis for the creation of the Program. The SPARE is designed to intensify, integrate and coordinate the efforts of public and private agencies into a unified program of assistance for the rehabilitation and resettlement of evacuees in the Muslim provinces.

*Reconstruction and Development: Muslim Mindanao: Prepared by the Presidential Task Force on the Reconstruction and Development of Mindanao, August 1, 1973.

The program originated from the (SPARE) Program of Assistance for Returned Evacuees organized on May 10, 1972, essentially for the same coordination function. Based on the field of experience gained in the application of the SPARE, the coverage of the new program was expanded to include all the Muslim provinces--North Cotabato, South Cotabato, Sultan Kudarat, Zamboanga del Sur, Zamboanga del Norte, Lanao del Sur, Lanao del Norte, Sulu, Tawi-Tawi.

a. Overview of Rehabilitation Requirements:

As of June 4, 1973, the reports of the Department of Social Welfare (DSW) showed that approximately 166,984 families or 984,347 persons were displaced from their homes as a result of armed conflicts in the program area. Of this total, 36.5% or some 360,000 persons are in ten evacuation centers being maintained in these provinces. The rest are either lodged in private homes or have returned to their own homes.

From the economic standpoint, this large mass of idle labor represents a substantial sum of lost earnings. For instance, it is inferred that agricultural production stands to suffer substantial reverses as a direct result of this displacement. It is estimated that of the 984,347 persons displaced, 112,154 are engaged in agricultural occupations. Construed in terms of the total area of agricultural land affected, this number translates to about 246,738 producing ₱ 200 million worth of products per harvest season. Agricultural production in the program area is therefore expected to suffer a setback corresponding in this estimated value.

Added to this anticipated setback in agricultural production is the burden of financial assistance required to help these farmers regain their pre-hostility production level. This will be extended to underwrite direct farming costs, e.g., seeds, fertilizers, insecticides, etc. For this purpose, approximately ₱ 26 million will have to be mobilized to completely cover the loan requirements of the 112,154 affected farmers.

Meanwhile, relief assistance to the evacuees will have to be sustained. To date, DSW alone has distributed some ₱ 2.7 million worth of medicine, clothing and various relief goods which averages to a monthly expenditure of ₱ 450,000.00.

Additional rehabilitation requirements consist of the need to repair/replace destroyed houses and replenish the depleted livestock, particularly working animals. The exact magnitude of these rehabilitation requirements will be determined on the basis of reports of DSW and National Food and Agriculture Council (NFAC) teams currently in the field assessing the actual extent of damages.

b. Activities and Projects of SPARE

To hasten the recovery of agricultural production and the restoration of normal conditions in the resettlement areas, the following projects and activities are being undertaken:

1. Housing projects to replace houses destroyed due to armed hostility. This involves reconstruction work or provision of completely new low-cost housing units.
2. Extension of agricultural production loans through the credit facilities of the Agricultural Credit Administration (ACA). The value of loans extended is computed to include the financial requirements of land preparation, the cost of input requirements (seeds, fertilizers, pesticides, etc.) and overhead cost for additional farm labor. To defray overhead expenses in the administration of the loans, the ACA charges service fees not exceeding 2% of the production or crop loan extended. The loan and the service fees are collected after each harvest.
3. The substantial reduction in the number of work animals available in the area has posed a problem in preparing the farm lands for planting purposes. To remedy the situation, the MDA has diverted 35 units of tractors from its regular program to help till some 9,107 hectares of farm lands in the Cotabato, Lanao and Zamboanga provinces.

4. Technical assistance through agricultural extension workers. An adjunct of this particular project is a training program supplementary to the organization of farmer associations cooperatives.

5. Provision of relief assistance consisting of medicine, foodstuff, clothing and cash advances, mainly from the DSW and Philippine National Red Cross (PNRC).

Supplementary to these activities is an interim program designed to keep evacuees economically productive while in evacuation centers. For this purpose, the Bureau of Plant Industry (BPI) will distribute vegetables and other early-maturing seeds for extensive gardening projects. At the same time, the Bureau of Animal Industry will launch an animal diversal program to boost livestock production. Finally, the DSW is managing training programs on handicraft-making and other crafts related to the resources available in the locality.

c. Operational Concept

SPARE rehabilitation operations follow a pattern of sequential phases. Initially, surveys are conducted of the areas for assistance, identifying the resettled farm evacuees and determining their assistance requirements. The surveys are followed by groundwork for the eventual organization of farmers' associations. The final phase consists of a package of financial, technical production, beginning from land preparation to storage and marketing of farm produce.

d. Organization

The program is a joint undertaking of various line agencies of the national level. The main cooperating agencies with specific functions and resource commitments are the MDA, ACA, Department of Agriculture and Natural Resources (DANR), BPI, Bureau of Community Development (BCD), Department of National Defense (DND), and the Department of Social Welfare. Participation of the other agencies like the Mindanao State University (MSU) is sought and provided in terms of support and consultative services.

A Coordinating Committee composed of representatives of the main cooperating agencies formulates the policies and sets the guidelines for program implementation. The Committee is headed by a General Coordinator whose primary responsibility is the overall administration and coordination of the program. An Executive Director, appointed by the Coordinating Committee, is given the task of overall supervision; three project Directors are assigned to the three sectors. Each sector has two deputy project directors or two per sector in charge of SPARE operations in each of the target provinces.

The personnel required to provide the administrative and technical support are detailed to the program from the participating agencies.

e. Financing

To finance the loan production requirements of farmer-evacuees, a Special Trust Fund amounting to ₱ 1.1 million has been established. The amount which was transferred from DSW funds can cover the loan requirements of about 4,500 farmers per harvest season. The fund is managed by the ACA which extends the production loans through its credit facilities. To help defray overhead costs in extension work, specifically, the allowances and similar operational expenses incurred by the fieldmen detailed to the program, a 2% service fee is charged on the principal. In addition to these services fees, the coordinating committee is authorized to appropriate annually an amount not to exceed 4% of the total funds available for production loans. This constitutes a reserve fund of the committee to underwrite overhead expenses for an entire year. Similar appropriations are authorized for the succeeding years.

At the termination of the program, the ACA shall render an accounting of the funds deposited into the Special Trust Fund and shall revert to the agencies concerned the remaining cash balances.

f. Accomplishments of the Program

Unstable peace and order conditions at present prevent the escalation of SPARE operations to include all target provinces. Accomplishment reports show that substantial assistance is largely limited to North Cotabato, the two Lanaos and Zamboanga del Norte.

ACA lending operations in these provinces as of April 30, 1973 have covered some 2,165 farmers working on 3,774.5 hectares of rice and corn lands. Total value of the loans released aggregated ₱ 518,524.79, leaving a balance of ₱ 581,425.21 which can benefit an additional 2,427 farmers.

As part of the resettlement program for family evacuees, a total of 388 "Bahay Sagip" kits were distributed to the dislocated families. Likewise included in this operation is the reconstruction of mosques and the houses of datos in Cotabato. Although construction work on this project was scheduled for completion last April, unstable peace and order conditions in the province have forced the temporary suspension of this activity.

The DSW as of June 4, 1973 has extended relief assistance in cash and in kind to some 44,552 displaced families. This represents total estimated value of ₱ 1,920,866.65 of which ₱ 104,791 came from the private sector. Distribution channeled to the provinces of Zamboanga del Norte, Sur, and the Sulus and the cities of Basilan, Dipolog, Pagadian and Zamboanga, the Cotabatos and Lanaos, including Iligan City, received the remainder, amounting to ₱ 667,575.00.

Complementing these activities are PNRC relief operations. As of May 17, 1973, relief goods such as rice, clothing, biscuits and medicine worth ₱ 749,289.47 have been distributed in the program area.

g. An Intensified Rehabilitation Program for 1973

As military operations and peace negotiations efforts gain headway in 1973, wider areas will be opened for rehabilitation and reconstruction operations. The gradual return of peace and order in the Muslim provinces implies an increase in the number of evacuees returning to their farms and homes. In anticipation, SPARE and the DSW are coordinating in the formulation and implementation of an expanded rehabilitation program for 1973. Inter-provincial surveys conducted by SPARE have allowed a closer evaluation of the obtaining peace and order conditions and the identification of the rehabilitation requirements in each province.

CONCLUSION

Reconstruction and development are necessary for every nation that is trying to survive in the dynamic of the fastly-changing and highly competitive world. In the Philippines, particularly in areas which are still in the dark age of underdevelopment or where the pre-conditions of the take-off stage are yet to be met, the pace of reconstruction and development must be accelerated, especially in Mindanao which is blessed with all the essentials and factors for growth. This should be done not only to meet the psychosociocultural dissatisfaction of the neglected Muslim, nor in consonance with the drive of the New Society, but it should be undertaken for the social and economic welfare of all.

To get out of underdevelopment, the per capita income must be raised above subsistence level; savings and net capital formulation must be increased; utilization of cheap labor must be resorted to help increase productivity and improve the educational facilities. All these revolve on reconstruction and development.

Perhaps the most basic solution is an integrated planning which already includes the assessment of resources--financial, physical, human and institutional--as well as logistical and administrative support.

ADDENDUM

For the final presentation of my paper, I would seriously consider the following points which were discussed during the syndicate group discussion.

1. In the implementation of my projects and even at their inception, I would consider the establishment and use of linkages with other departments of the government which have something to do with projects in my province. I would solidify and strengthen my contact with the Office of the President and the Office of the Executive Secretary. Inasmuch as the Office of the President provides the money and other resources and the Office of the Executive Secretary is the overall coordinator and implementor of the projects, my contact with them should be maintained and strengthened. However, I would also make contact and coordinate my projects with other departments of the government which have something to do with their implementation, like the Department of National Defense, Department of Agriculture and National Resources, Department of Public Works, National Irrigation Administration, Department of Local Government and Community Development, Mindanao Development Authority, the Mindanao State University and other departments or agencies which have link or connection with the implementation of national projects. Through these contacts and linkages, I hope to have a more adequate support and co-operation in the implementation of my projects.
2. I would strengthen my staff by having people not only from my region who know the customs, religion, culture and other traditions of the people but I would also have in my staff people who are knowledgeable and have the expertise like those coming from the Mindanao State University and the National Irrigation Administration. Perhaps I should also get some as consultants in my projects in order that I might expect better results and perhaps at a faster pace.
3. I would continue to use the local leaders to help me inform the people about the projects going on. Through them I would be able to tell the people that the projects being undertaken are going to benefit the whole province and improve the economic and social well-being of the people. Through these local leaders I hope to be able to convey the message better considering that these leaders know their constituents very well. Also, some of these leaders are also the religious leaders of the local areas and therefore, if I use these people to inform the people about the projects, the result will be better because of their close association with the people.
4. At the same time, I would also see to it that I personally visit the projects and the leaders in order that I can make accurate assessments and estimates of the progress of my projects. If they see that I am personally visiting those people, then they will know that I am seriously interested in the implementation of these projects. By this method, I hope to be able to set the example in order that the rest of the leaders in the area will follow.
5. Through these visits personally made and the reports that are provided me by my staff, I would be able to inform the higher government agencies which are interested also in my province about the progress of projects in my area. This would provide them also with the opportunity to see and appreciate my problems directly. In this manner I would also use the occasion to seek more aid for my province.

Through these techniques and strategies, I hope to be able to improve my role as Governor of my province and as a political leader.

It is more effective to utilize religious channels, the morning lectures, "the morning prayer," to communicate to the audience, also use the "Chatbah" (sermon) and "da wah" (missionary words) for communicating ideas.

Occasionally, use personal contact, popular gathering to give some explanation, as visiting them to get some information.

With some sorts of communication channels, I get support from the people.

Clientele support, of course, and support from another Governmental officer (Military District's Commander, Police Ressler's Commander, etc.), are important.

Sometimes, I think I need to fight against governmental direction from above, so as to increase my identity with people in the region. This I believe is my responsibility as a public leader.

EDUCATIONAL RELEVANCE IN RECONSTRUCTION AND DEVELOPMENT:
THE CASE OF THE MINDANAO STATE UNIVERSITY

by

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ABSTRACT

This paper briefly presents the educational relevance of the Mindanao State University, Marawi City, Philippines, in the reconstruction and development of the economically deprived areas in Muslim Philippines.

Since the University's programs are broad and multifarious, the paper can do no more than enumerate some of the more important ones which are specifically oriented toward the uplift of the Muslim minority, the utilization of the region's vast natural resources, and the development of regional industry and technology.

INTRODUCTION

A truly vital educational institution must be responsive to the temper and needs of its setting. It cannot afford to address itself to a void but must constantly search out and identify the urgencies that pulse among the people and the region it purports to serve. For unless it builds its programs around these urgencies, the institution will cease to be a vigilant instrument of progress and will become an unwitting tool of obsolescence. The Mindanao State University (MSU), located in the heartland of Muslim Philippines, works upon this fundamental premise.

This paper aims to present the University's peculiar experiment in educational relevance, touching briefly on background topics such as the development potentials of its regional setting, before defining its objectives in the light of the country's New Society. The rest of the paper will discuss some of the concrete community reconstruction and development programs of the University, problems in implementation, techniques and approaches for motivation, progress and prospects.

DEVELOPMENT POTENTIALS OF MUSLIM PHILIPPINES

Muslim Philippines refers to the portions of the Philippines where Muslim minorities like the Maranaws, Maguindanaos, Tausogs, Samals, and other ethnic groups are concentrated. This region includes Mindanao, Sulu, and Palawan whose combined land area is 11.675 million hectares, representing 39.1% of the country's 29.741 million hectares. The 1970 census placed the region's population at 8.48 million.

Agriculture. Predominantly agricultural in economy, the Minsupala region in FY 1969 produced an estimated 3.56 billion tons of agricultural crops - the more important of which were rice, corn, coconut and citrus. The disposable land of 3.9 million hectares in the Minsupala is set for settlement and cultivation while the wide grassland of 2.24 million hectares makes the area ideal for the development of livestock industries.

Fishing. Blessed with extensive inland and coastline waters considered to be the richest fishing grounds in the whole country. Inland fishing, if fully exploited, offers rich potentials too. Lake Lanao in Lanao del Sur, the largest freshwater resource in Mindanao and second

largest freshwater resource in the Philippines has an area of 37,00 hectares while the total area of marshes and swamps that are available for fishpond development comes to 76,450 hectares.

Forestry. The Philippines ranks as one of the world's important leasing lumber producing countries and the Minsupala region supplies about 90% of the country's log export. The Mindanao forests contain a net volume of 1,154 million cubic meters in sound trees and 102 million cubic meters in cull trees. However, with the average annual decrease in forest area of 32,300 hectares due to logging and kaingin, the shrinking reserves may soon face a serious threat unless effective programs of reforestations and controlled logging are effected.

Minerals. Mindanao is rich in mineral resources valued potentially at P27 billion. About 20 million tons, representing 30% of the national coal reserves, are found in Surigao del Sur and Zamboanga del Sur; about 470 million metric tons, representing 78% of the country's iron reserves, are found in Zamboanga del Sur, Davao Surigao del Norte, and Cotabato; about 1,373 million metric tons, representing 29% of the country's limestone reserves, are found in practically all provinces of Mindanao; and about 174 million metric tons, representing 100% of the national nickel reserves, are found in Surigao del Norte. Copper, cobalt, quicksilver, silver and gold are also found in the region and recently, oil deposits were discovered in Sulu and Palawan.

Industry. Industries are starting to re-shape the region's economy with the proliferation of industrial activities like wood processing, pulp and paper making, fertilizer plant, rubber processing, cement manufacturing, pineapple canning, cold rolling of steel billets, poly-vinyl chloride and urea formaldehyde production, coconut processing, and flour milling. Due to locational advantages like nearness to coastline and cheapness of electricity, many of these industries have risen in Iligan City, Lanao del Norte. The full exploitation of the 750,000 kilowatt power potential of the Maria Cristina Hydroelectric Plant in that city will pave the way to industrial expansion in neighboring provinces and will bring ultimate development of the Iligan Integrated Steel Mills, Inc., a steel milling complex with a one-million-ton capacity which is the country's biggest industrial undertaking and, when fully operational, will be the biggest fully-integrated steel mill in Southeast Asia.

MINDANAO STATE UNIVERSITY AND THE NEW SOCIETY

Into this unique setting, this paradox of economic deprivation in the midst of natural wealth, the Mindanao State University was born. Organized under Republic Act No. 1387 as amended, it was formally established on September 1, 1961 in Marawi City, Lanao del Sur, the center of Muslim population, precisely to influence and hasten their socio-economic well-being. As its Charter provides, the University shall pursue the following objectives: give professional and technical training and advanced instruction in the sciences and the liberal arts, and undertake research in Filipino culture, while promoting the integration of the cultural minorities into the national body politic and hastening the socio-economic development of the region.

Under the advent of the New Society, these objectives have been given fresh vigor and significance. The President of the Republic of the Philippines, Ferdinand E. Marcos, in an effort to check the raging anarchy and rebellion in the country, declared Martial Law on September 21, 1972. In Muslim Philippines, the rebellion, as led by the Muslim secessionists and the Maoist rebels, has been considered as a symptom of the half-hearted efforts of the authorities to bring about uplift of the cultural minorities, so much so that they have eventually risen in violence and discontent.

RECONSTRUCTION AND DEVELOPMENT PROGRAM

To contain the current social unrest in Muslim Philippines, therefore the present administration has given priority emphasis to the development of the region. And the MSU, because of its strategic location and its consistent demonstration of able leadership in the region's growth, has become the base of many impact action projects, supported not only by the national government but also by other government agencies and foundations.

a) The Muslim Educational Welfare. Aside from pursuing the traditional functions of a university which are the preservation, expansion, and transmission of knowledge, the MSU has instituted specifically Muslim-oriented programs:

1. The Special Muslim Scholarship program has been giving economically handicapped Muslim students a massive opportunity to acquire college education for free. Considering the fact that most Muslim families live on subsistence level and the cost of quality university education is high, the 1,000 grants available this year alone will mean a great help to many needy minority students.
2. The College-Bound Project, another unique university feature supported by Ford Foundation and the UNDP World Food Program, is a crash project designed to help Muslim freshmen adjust to college life through an intensive six-week instruction in English, Mathematics, and the Sciences. The program hopes to minimize the high incidence of dropouts among Muslim students who, because of inadequate high school background, are unable to withstand the rigors of university training. The percentage of Muslim dropouts has significantly decreased to 10.5% in 1970-71 as compared to 53.5% in 1965-66.
3. The MSU-BPS Scholarship Program is a joint endeavor of the University and the Bureau of Public School. Under this program, Muslim teachers from the region who have high leadership potentialities are selected for further education and training at the MSU. The University gives them a full scholarship which includes such privileges as free tuition, books, transportation, board, and lodging, while the BPS gives them their regular salary. They go back to their respective schools after they get their degrees.
4. The Project SALAM or Special Action for Literacy Advancement of Muslims is a recent drive instituted per directive of the Philippine President to spearhead a literacy and adult vocational education campaign in Muslim areas using the local dialect in Arabic script as the medium of instruction. Although the average national literacy rate is 72%, the actual rate for the Muslim population is only about 62%.
5. The MSU Institute of Islamic (Arabic) Studies, another recent adjunct of the University, hopes to generate greater understanding and appreciation of Filipino culture in the context of its broad Asian origin and its rich Islamic legacy, thereby bringing about greater Muslim-Christian harmony.
6. The MSU Executive Development Academy for Muslims and other cultural minorities, to be established this year, shall train promising minority members for upper management leadership roles. As has been pointed out, the cultural minorities lack the trained personnel to man their development, but if they are to become active participants in nation-building, they have to be trained for it.
7. The MSU Community High Schools are scattered in isolated Muslim centers where high school facilities are inadequate or non-existent. Semi-autonomous in nature, the present fifteen Community High Schools in Lanao del Sur, Cotabato, Zamboanga and Sulu have been established in response to requests from Muslim community leaders. They are a joint venture with the University and the communities sharing in the cost of operation.
8. The three MSU Community Colleges located in Cotabato, South Cotabato, and Jolo share the same organizational mechanics as the Community High Schools. They bring college education right at the doorsteps of the cultural minorities in isolated areas.

b) The Socio-Economic Development. While the University thrust in the educational growth of the Muslims has been vigorous, its concern for their socio-economic development has been no less so. Aware of the vast untapped potentials of the region in

terms of natural resources, the University has formulated broad resources-oriented projects and community or extension services.

1. The University, through its College of Agriculture, has embarked on an agricultural development program in cooperation with such government agencies as the Agricultural Credit Administration, the Bureau of Animal Industry, the Agricultural Productivity Commission, and the Land Authority with the establishment of a model "compact farm" based on the concept of cooperative efforts of farmers in Lumba-Bayabao.

The New Zealand-assisted Dairy and Beef Project of the MSU has also been so successful that its program has been expanded to include extension services in the form of Dairy Cattle Dispersal in the surrounding communities on an experimental basis. The success of this project may lead to an extensive development of the dairy industry in the region based on small dairy farming and dairy processing.

Strengthening the dairy efforts is the establishment of a Grass Research Institute which studies and improves techniques in pasture management and beef-dairy production. This institute is geared toward the full utilization of the wide grassland of the region.

2. Another relevant move has been in the field of forestry. The main source of water for the Maria Cristina Hydroelectric Plant in Iligan City is the Agus River which is the outlet of Lake Lanao in Lanao del Sur. However, the wanton destruction of forest cover around Lake Lanao has caused the water level to recede, thereby affecting seriously the power-generating capacity of the hydroelectric plant. The University, therefore, has embarked on a Lake Lanao Watershed and Development Project which does not only help conserve the watershed areas but also provides a partnership opportunity with a leading industry, the Rustan Pulp and Paper Mills. According to the contract, the MSU, through its College of Forestry, shall plant a recommended fast-growing pulpwood species, the *Albizia falcata*, in the reforestation area while the paper mills, which have been dependent on pulp importation, shall then buy the trees when they reach pulpwood size.

3. The industrial imperatives have been a constant guideline of the University in the development of its technical curriculum. This is especially seen in the College of Engineering where its study program in all divisions - mechanical, chemical and civil - includes an integrative practical experience oriented towards the types of employment needed in the region's industries.

The University, through its extramural unit, the Iligan Institute of Technology, also hopes to produce a broad base of technicians to contain the manpower requirements of the industries in the area with the training of some 800 technicians annually.

A small-scale local industry, the Tugaya brass industry, which faces a problem of survival, has become a subject of research study to determine ways of revitalizing it.

And another research project, the Low-Cost Housing Project, may yet revolutionize the construction of low-cost housing and feeder roads through the use of locally available and cheap materials.

Finally, in response to the growing move of the country toward oil exploration in Sulu and Palawan, the University has established recently an embryonic Institute of Petroleum Technology whose initial function is the farther exploration of oil deposits in various parts of the country.

4. The fisheries resources, while one of the richest in the country, have also been one of the least ventured into. The University's extramural unit, the Sulu College of Technology and Oceanography, was, therefore, established to engage in fisheries training, processing, and production to exploit the teeming fishing grounds in southern Sulu.

The College of Fisheries on the main campus, aside from its instructional functions, has also initiated fisheries researches and community services in terms of technique demonstrations in towns around Lake Lanao.

But the most dramatic breakthrough in fisheries research has been in the prawn and shrimp culture. Starting out as a small faculty research project supported by the University Research Center, it has been so successful and innovative that it has signalled the onset of a "blue revolution" in the country with the establishment of the MSU Prawn and Shrimp Hatchery in Naawan, Misamis Oriental, and the multi-million aquaculture department of the Southeast Asia Fisheries Development Center in Iliilo. A joint project of the Southeast Asian countries and supervised by the MSU, the SEAFDEC is pushing toward the development of the Philippines as the center of prawn and shrimp culture in Asia.

5. Complementing the industrial and technological efforts of the University is its participation in the tourism campaign in Muslim Philippines. As the home of a native culture that has been enriched by pre-Spanish Islamic influences, the region affords colorful and unlimited possibilities for tourism, a potential high dollar-earner for the country. In line with the national emphasis on tourism, the University established this year the Hotel and Restaurant Management Center which undertakes the training of the needed hotel and restaurant manpower---like waitresses, bellboys, hotel clerks, guides---that will be needed with the projected boom of tourism all over the region. The University has already set up a Tourist Inn on campus to meet the initial flow of visitors. The multi-million Marawi Resort Hotel, again a joint project of the University, the government, and other private sectors, will soon rise at the foot of the campus to accommodate the expected influx of tourists into the region.

PROBLEMS, APPROACHES, AND TECHNIQUES FOR MOTIVATION

Thus, the Mindanao State University responsively formulates programs in answer to the urgent needs of the region and functions as a springboard for various joint cooperative efforts with external entities in regional reconstruction and development. However, in the implementation of its programs, it has encountered various problems.

1. The Problem of Adequate Finances. Any institution that embarks on a broad program of development ultimately depends upon adequate funding for the successful implementation of its program. The MSU is no exception. In its search for funding support, it has explored all possible enabling linkages like the national government and its agencies, the governments of other nations, foundations and private institutions.

Mainly through the aggressive formulation of viable projects---especially projects which are highly employment and income-generating like the prawn and shrimp culture or the tourism campaign, the University has convinced such supporting entities of the urgency and viability of its programs and has elicited encouraging responses from the UNDP World Food Program, Reparation Commission, Peace Corps, the British Voluntary Service Overseas, Volunteers in Asia, East-West Center, Colombo Plan, UNICEF, Asia Foundation, Philippine Broadcasting Service, Agency for International Development, Land Authority, National Science Development Board, United States Educational Foundation, the New Zealand, British, Japanese and American governments and others. Their support came in all forms: funds, loans, laboratory and farm equipment, books, faculty fellowship and travel grants, visiting professors and consultants, food, vehicles, buildings, etc.

As a state university, the MSU derives its main financial supports from the national government which has generously increased the current university budget for capital outlay and operating expenses by as much as 200% over last year's budget in view of the University's broadened functions, responsibilities and programs. However, as the MSU continues to grow and pursue increasingly ambitious projects for the region's growth, the search for more and more funds will be a continuing source of constraint and problem.

2. The Problem of Consolidation. Expansion breeds its own hazards and one of these is the danger of diffused and haphazard development. Although this has not become too serious yet, it is expected to be felt soon with the emergence of multi-farious university projects in all directions.

The establishment of the MSU Institute of Regional Planning hopes to check this danger for the entire region as well as for the University. As envisioned, the IRP will undertake studies in integrated plans for the economic and social development of Northern Mindanao, conduct training programs for development of offices from the region, improve local planning skills and capabilities, provide consultation and extension services to local governments and their functionaries, and develop new and better approaches to local planning and development in the context of provincial, regional, and national levels.

The problem of consolidation also implies a judicious use of university resources in the process of expansion so that certain priority areas of development like the completion of the faculty development program, the extension of the massive scholarship program, the development of administrative services, etc., will not be prejudiced.

3. The Problem of Faculty Recruitment, Development and Retention. The establishment of the MSU in the heartland of the economically deprived Muslim Philippines affords a strategic location for its outreach activities. But the frontier conditions of the place have also made it difficult to attract the best qualified faculty in sufficient numbers because many cannot endure the absence of cultural and physical facilities common to big cities.

The core of the University, therefore, is made up of the more brilliant graduates of the MSU who, through a massive program of development, have been gradually upgraded by sending them out to leading institutions of higher learning in the country and abroad to pursue graduate and post-graduate degrees. On the basis of the current target goals for the 150-man faculty, 20 must have doctorate degree, 110 a master's degree and 20 a bachelor's degree within the next few years. The upgrading of the faculty has required a tremendous amount of funds which the University has to supplement from external sources.

The problem of faculty development is compounded by the problem of retention. The University must be able to keep those who have acquired advanced degrees and who are competent so that they can stimulate the continuous growth of academic excellence upon which any university is ultimately judged. Toward that end, the University has instituted many incentives including the upgrading of its faculty salary scale so that it can compete favorably with any institution in metropolitan areas. It has also provided, beginning this year, a system of incentive pay based on length of service, as well as other benefits like free tuition for faculty dependents enrolled in any university unit, medical care benefits, research opportunities, light teaching load, housing facilities, free electricity, etc. These are all intended as motivations for the faculty to stay with the University.

PROGRESS AND PROSPECTS

For an institution that is only twelve years old, the Mindanao State University has achieved a growth that is truly phenomenal. The original prefab buildings have been joined by numerous permanent structures, including the imposing Aga Khan Museum, the Science Building Complex, the Social Science Building, the Science Lecture Hall, the Men's and Women's dormitories, and the latest building, the four-million University Library. The student population has grown from the original 282 students to this year's more than 2,000 students. The handful of faculty who handled the first class has grown to a 150-man teaching force. There are now eight colleges: the colleges of Liberal Arts, Education, Community Development and Public Administration, Engineering, Agriculture, Business Administration, Fisheries and Forestry, aside from extramural units, the MSU Iligan Institute of Technology, the MSU Sulu College of Technology and Oceanography, the MSU Naawan Prawn and Shrimp Hatchery, the SEAFDEC, and the community high schools and colleges, scattered all over the Minsupala region.

But more than the physical indications of the University's growth, it has established a tradition of academic excellence reflected in the quality of its curricula, its academic programs, its faculty, and its graduates. In the brief span of a decade, it has generated from among other institutions and from the government a recognition of its vigorous leadership in the development of the region as seen in the growing number of projects, public and private, which the University has been called upon to lead and manage.

The University is now moving towards its second decade. Even as it looks back upon its past achievements, it is quick to perceive the new challenges of the present and the future. New curricular offerings, especially in the allied medical professions like pharmacy, medicine, nursing, etc., must be designed and introduced to provide the necessary manpower in these fields. Graduate programs in engineering, education, business administration, and liberal arts must be developed to provide an academic market up to the masteral level. Community services must be expanded. With these, new facilities must be procured, new faculty recruited, new buildings constructed.

The Mindanao State University cannot afford to be dormant. It must be vigilant and responsive at all times. And the continuous reassessment and expansion of its programs best reflect the quality of its relevance and involvement in the development of Muslim Philippines.

ADDENDUM

This paper briefly summarizes the presentation of the writer on the educational relevance of the Mindanao State University, Marawi City, Philippines in the reconstruction and development of the economically disadvantaged areas in Muslim Philippines.

While the University is committed to discharge the noble functions of higher education -- teaching, research, and community service -- two major objectives permeate and vibrate through its academic program and projects: first, an objective designed to hasten the integration of the country's cultural minority groups, particularly the Muslims, into the national body-politic, and secondly, an economic objective enjoining the University to develop the technical and professional manpower needed for the economic growth of the southern Philippines.

The areas of concern and program impact were carefully elaborated on the paper. Also, the writer pointed out that the university presidency is a "difficult, nerve-racking, and thankless job." However, it is an inspiration for him to know that only a "special breed of men" belongs to this difficult profession.

During the early development of the University, the writer pointed out the successful strategy by having American Peace Corps Volunteers live with the Muslims, to demonstrate

practical living situations to the Christian Filipino majority who had been reluctant to come to MSU. The University is located in the midst of Muslim Philippines. To win further support for the university programs geared towards the development of the Muslim South, the University tried and was fortunate to receive external sources of support from philanthropic agencies such as the Ford Foundation, the AID, the East-West Center, etc. The unstinted support from these external agencies further provided relevance in the encouragement of national government interest.

Since the University has been developing a broad range of development-oriented programs such as the soil-cement low-cost housing, adaptive technology, etc., the writer has selected the Prawn and Shrimp Culture Project of the MSU College of Fisheries, considered to have far-reaching implication for the improvement of the living conditions of the people.

The Prawn and Shrimp Culture started as a small faculty research project which was given full support by the writer after his election as president of the University. The final breakthrough may be considered to be the beginning of a "blue revolution" in the fishing and aquaculture industry of the Philippines, and perhaps, that of Southeast Asia.

At the start, existing traditional and local leaderships were drawn into the project to gain their much-needed support. It was deemed sensible to utilize their already existing organizations. These included the community purok leaders, the barrio captains, the new barangay headmen. Local existing culture is understood to be an effective tool in generating positive reaction from the local people.

As an educational administrator, also a member of the National Board of Education -- the highest planning body for education in the country -- I have established linkages and exercised strong influences over parents of students, local and national officials, and the traditional community leadership. For the people directly involved in the project, incentives were utilized to overcome existing negative reactions. These incentives included better remuneration, adequate housing, security on lives and property, personalized attention to the members of their families. Promising would-be scientists and technologists were identified and upgraded in local and foreign training centers. Technological training and re-training has always occupied some degree of sensitivity and priority because work in the laboratory requires unusual interest and dedication. The glavid or pregnant shrimps requires a twenty-four hour observation. Any slight error in the controlled condition of the breeding tanks can be disastrous to the project.

To gain support from relevant national and international government agencies, the Philippine Department of Agriculture and Natural Resources and the Japanese Embassy were drawn into the project. The Secretary of Agriculture and Natural Resources and the Japanese Ambassador took interest and extended full support.

During the Sixth Council Meeting of the Southeast Asian Fisheries Development Center (SEAFDEC) held at Kuala Lumpur, Malaysia (July 3-7, 1973), the writer represented the University and his country. As a result, the Aquaculture Department of SEAFDEC was formally established in the Philippines with MSU as the implementing agency. The chief researcher of the project was also unanimously elected by the delegates of the six-member nations (Philippines, Thailand, Singapore, Malaysia, Japan, and South Vietnam) as Chief of the Aquaculture Department of SEAFDEC. Meanwhile, the mass media was helping in stimulating interest on the university success or breakthrough. The Philippine government, through the President, officially recognized the formal establishment of the Department and its international character by issuing a presidential decree providing among other things, tax exemption and visa privileges and other immunities generally granted to international and treaty organizations based in the country. When fully operational, the possible export earnings in the prawn and shrimp culture may yield and export earning of some US\$100 million.

If the writer were to have a second-chance, he would attempt to motivate positive action in obtaining support over a shorter period of time by visual means in order to show concrete examples of the viability and potentiality of the project. It was also possible that pollution by industrial complex of the seacoast area might affect the production of prawn and shrimp fries

and growth of the much-needed planktons and other sea life. Initially, discussions with the industries should have been initiated in order to reach a viable solution.

From the seminar-workshop the writer learned positive reinforcements in effecting strategies to generate clientele support. Reform leadership, borrowing the terminology of an eminent scholar, must have sensitivities both within and without. While flexibility is not totally ignored, linkages must be established. For as Hahn-Been Lee aptly stated, "what reform leaders do is in essence a continuing process of establishing enclaves of innovation and institutionalizing new standards and norms in the administrative organization."

Reform leadership should appreciate the value of insulation without necessarily abandoning the needs for accessibility. Towards innovation and improving the reform leadership roles, the reform leader must think of new and progressive ideas, new visions, and the necessity to look ahead especially in the search for lasting solutions.

INTRODUCTION TO EDUCATIONAL BENEVOLENCE WORK IN TAINAN COUNTY

by

Kao Yu-Jen
Taiwan

A. General Condition of Tainan County

1. Synopsis of Area, Population and Products

Tainan County is located at the southern part of Chia-nan plain of Taiwan Province and just to the south of the Tropic of Cancer. It is one of the largest counties in dimension in Taiwan Province, where the climate is warm and rain abundant. As there are plains, mountains, mounds and beaches, it is suitable for farming, pasturage, fishery and producing salt, as well as for rearing and growing various animals and plants. The Asian Vegetables Research Center and the Agricultural Technique Training Center for African people are situated here also. The population in the rural area in this county reach more than 560,000 accounting for 66.16% of the total population of 936,000 persons; meanwhile, the area of arable land reaches more than 97,5000 hectares, constituting 48.76% of the total dimension of land in this county. Consequently, it is known as an agricultural county.

2. Administrative Organization and System

There is a council of county representatives elected by the people, which is an organization to hold meetings for making policy. A magistrate is elected by the people to organize the county government for implementing administration and a chief secretary is assigned under the magistrate to assist him in comprehending administrative works for the whole county. The county government consists of a bureau of civil affairs, a bureau of finance, a bureau of education, a bureau of reconstruction, a section of agriculture and forestry, a section of land administration, a section of military service, a section of social affairs, an executive division, a comptroller division, a personnel division, a police station, a health administration and a tax collection office, to facilitate the implementation of various administrative affairs.

Under the county administrative system there are "hsiang" and town (the larger one). Under the "hsiang" administrative system there are "ts'un" or "li." Under "ts'un" and "li" there is "lin." Each "hsiang" has a council of representatives elected by the people thereof; so has each town, which acts as a body of meeting. Each "hsiang" (or town) has a chief elected by the people to organize "hsiang" (or town) administration office for implementing administrative affairs. Each "hsiang" administrative office comprises a section of civil affairs, a section of finance, a section of reconstruction, a health office, etc. Civil groups are composed of farmers associations, 4-H clubs, service units for people, womens associations and reserves auxillary units. Each "ts'un" consists of a chief, clerks and nurses to carry out administrative orders. Totally, there are 31 "hsiangs" and towns; and 526 "ts'uns" and "lis" containing 7,320 "lins."

3. Education Situation

Owing to President Chiang's lofty and far-reaching thought, in 1968 the minimum period of national education was extended to 9 years. As a result, the education in Taiwan is very universal. Tainan County has 31 "hsiangs" and towns totally, where there exist 35 national junior middle schools and 175 national primary schools. There are 934 classes containing 50,624 students in national junior middle schools and 2,900 classes containing 164,450 pupils in national primary schools. In addition, within the territory of Tainan County there exist 13 public and private senior middle schools containing 11,406 students and 15 vocational schools (including

agricultural, technical, commercial and nursing) containing 7,966 students, and 7 colleges enrolling 11,050 students. Totally, there are 245,496 students which constitute more than one fourth of the whole population throughout this county. There are 5,920 teachers in the aggregate in this county.

B. Initiation of "Educational Benevolence Work" in Tainan County

The initiation of implementing "Educational Benevolence Work" in Tainan County is substantially based on the following objective factors:

1. The Development of National Spirit and the Requirements of Society:

The spirit of Chinese culture is originated from the thought of Confucius and Mencius, which lays emphasis on ethical morality. The theory of Chinese political philosophy is focused on moralization and politeness cultivation. That is to say, educational function is based on benevolence, so as to stimulate the tendency of good nature, self-respect and self-discipline up to perfection. Confucius said: "Politics should be based on morality." He added: "People must be led by politics and trimmed with punishment in order not to feel unashamed; meanwhile, be led by morality and trimmed with politeness so as to be scrupulous and self-disciplined." The thought of Confucianism is to follow human characteristics naturally and to foster conscience, in which the educational method is employed so positively and so automatically that they may be delighted and respectful, being far from reluctant. If only orders and punishment are utilized for the implementation of public affairs, as the power of police is negative and passive, no result can be achieved once police force is insufficient. Moreover, in Chinese society there is a traditional conception, that is, "Respect teachers and morality." Therefore, all the teachers throughout this county are mobilized to regard schools as a center and students as a dynamic in utilizing the cordial relationship between teachers and students and the blood tie between students and parents so that this movement may be developed from every family. Under such circumstances, the work may be trusted universally by the society and got into basic level to facilitate the overall development in high efficiency.

2. Implement President Chiang's Kind and Generous Leadership:

President Chiang's generous policy, "Recompensing Injury with Kindness", has been hailed and admired by alien people. During the course of Premier Chiang's tenure an administrative measure, "Approaching People," "Loving People" and "Serving People", is being carried out; in the meantime, Governor Hsieh's "Building up Peaceful and Prosperous Society", has impressed the people very much and been supported by the people. Educational benevolence work will be implemented according to their good will and it will benefit the people who trust such a policy and are glad to render their assistance and support.

3. Carry out the "Plan to Help the Needy" of Taiwan Provincial Government

In accordance with the instructions from the central government the "Plan to Help the Needy" is being carried out by Taiwan Provincial Government in order to eliminate poverty positively and to strengthen relief and aid concurrently. The detailed items are as follows:

- (1) to extend relief, accommodation and settlement;
- (2) to guide production;
- (3) to aid employment;
- (4) to conduct vocational training;
- (5) to build houses for the poor;
- (6) to direct birth-control;
- (7) to give educational assistance;
- (8) to promote community welfare; and
- (9) to mobilize community efforts in coping with relief movement.

Of the above-mentioned, Items (2), (3), (4), (7), and (9) require the utilization of the manpower of teachers and the facilities of middle schools and primary schools with a view

to creating such a movement. As a consequence this county initiates educational benevolence work so that the social welfare plan may be carried out thoroughly.

4. Utilize the Abundant Resources of Educational Manpower in Tainan County

The total number of students in junior middle schools and primary schools in Tainan county is 215,074, which accounts for 22.98% in the total population of this county. The total number of remaining students in senior middle schools, vocational schools and colleges within the territory of Tainan County is 30,422, which constitutes 3% also in the total population. Thus, if the tremendous manpower resources in educational circles in this county can be fully utilized in coping with the movement of benevolent work in education, a stable foundation will be built. From students to communities and then to "hsiangs" and towns and finally throughout the whole county, under the automatic direction of educational efficiency, the plan will be achieved smoothly in utilizing manpower resources by virtue of scientific method and entrepreneurship.

C. Two Major Goals of "Educational Benevolence Work" in Tainan County:

1. To Increase Wealth and Eliminate Poverty

Except for those aged and poor people without productive capacity and those disabled and unhealthy mentally caused by injury or illness, who should be relieved, any poor and jobless people ought to be aided to engage in production or to accept employment training so that they may stand on their own feet and get free of poverty. Furthermore, all the natural resources and manpower must be utilized fully to facilitate the increase of productivity, which will enhance the accumulation of wealth and assist in the elimination of poverty essentially and then in the disappearance of poor families throughout this county.

2. To Eliminate Chaos and Dirt and Beautify Surroundings

The preliminary effect of getting rid of chaos and dirt all over this county has been obtained. However, the beautification of the environment is a long-range goal which must be seen in the context of national policy and tourism development.

D. Two Characteristics in "Educational Benevolence Work" in Tainan County--Two Kinds of Essential Spirit:

1. Educational characteristics

The spirit of carrying out educational benevolence work is based on the realization of an ideal social welfare plan. Originally because of the universalization of education in Tainan County, there have existed abundant manpower resources in educational circles. Since the power is so tremendous that, if it can be led to benevolent work, not only the effect of "Helping yourselves will help others," and "Benefiting yourselves will benefit others", but also the spirit of patience, compassion and service can be cultivated. On the other hand as you have helped others to solve difficulties, you may recognize yourselves as well and such self-education may make every young man happy to help others and encourage him to do good. In the long run, campuses, families and communities will be rendered peaceful, clean and beautiful and everyone will become one member of a modernized country. Therefore, benevolent work has positive educational value indeed to yourselves as well as others.

2. Practical characteristics

The work is based on practice instead of theory. Begin working from yourselves. Set to do from small ones but put your eyes on large, lofty goals. "Put it into practice once you know." Please do it as much as you know. Do not talk about it merely but never do it. There must be progress everyday and there must be result in every step. Let the students recognize that, whatever it may be, a result may be expected to be obtained only through step by step in practice. There should be a plan in advance and a review subsequent to it. Youth should be cultivated to live with a sense of pragmatism. The virtue of benevolence should be unveiled in personal daily life concretely.

E. Principles for Implementing "Educational Benevolence Work" in Tainan County

1. Speaking in a sense of space

Tainan is a county with 940,000 population, of which the students in primary schools and middle schools are more than 200,000. Every young student is pure and enthusiastic. Young students may be regarded as a main current and an individual may push the whole family, whole class and the whole school, and then communities, finally all over the "hsiang" or town, from points to line and from lines to whole area. It is believed that benevolent work will be carried out all over this county in the near future.

2. Speaking in a sense of time

There must be a prudent plan. Its projects to be carried out may be divided into near-range, medium-range, long-range and permanent one. Those plans which may be managed effectively and accomplished within three years are near-range, such as the extension of relief, accommodation, settlement, aid for employment and vocational training. Those within five years are medium-range, such as the guide of production, the implementation of communities welfare enterprises and the mobilization of social potential to broaden relief movement and diminish the number of poor families every year. Those beyond five years or longer periods are long-range or permanent, such as what should be carried out permanently subsequent to the end of a medium-range plan in order to increase the income of poor families and prevent the reproduction of new poor ones, in the hope that the whole society of Tainan can approach a welfare situation, peaceful, safe and free of want universally.

3. Speaking in a sense of unit

The purpose of educational benevolence work is to unite the manpower of National primary schools and junior middle schools. With a view to securing full efficiency the work must be started by the leading teacher responsible for a class, directing all the students of his class first. Consequently, the leading teacher is the basic dynamic to implement the work. Furthermore, the principal should behave as an example for the faculty. And then the work may be expanded to communities and the chief of community may be regarded as a main force to extend to the whole "hsiang" or town. The chief of "hsiang" or town and all responsible officials of units as well as all directors of relevant organizations in the county, should cooperate to face the actual situation and aid positively so that the overall implementation may be accomplished early.

4. Speaking in a sense of objects

The work should be started from 200,000 students themselves in this county and extended to parents of each student and the family of each person. The development of such a work will set off from families to communities, "hsiangs" or towns and the whole county. Every person of this county should cooperate with one another to carry out such a work, by means of educational endeavor to push the society and penetrate into every family. Every member of a family should put it into practice, developing the virtue of compassion, enthusiasm and patience. Consequently, it is without doubt that benevolent work may be carried on smoothly.

The four items mentioned above are the fundamental principles to implement benevolent work in this county. It is expected that the work may start from points to lines and then to the overall area. It may last long and it may expand from the individual to all the people of whole society and the entire nation.

F. Implementation of "Educational Benevolence Work" in Tainan County

1. Elimination of Poverty

(1) "Educational Benevolence Working Corps" in each school to assist the government in implementing social welfare plan so as to improve the living standard of poor people. On the

one hand the work of (a) relief, (b) accommodation, and (c) settlement will be managed; on the other hand the work of (a) vocational training, (b) aid for production, and (c) aid for employment will be strengthened.

(2) Establishment of "Benevolence Special Account." Special deposit accounts and saving accounts will be established respectively in the Bank of Taiwan, and Post Office to facilitate the contribution of people at various walks of the society; the fund and its interest will be allotted for the relief of poor people.

(3) Post office boxes will be set up so as to sincerely accept suggestions from people at various walks of the society relating to the implementation of social welfare movement, opportunities of production, employment and training, and technical offer as well as constructive comments.

(4) Depositors will be provided in order that each student in public or private primary schools and middle schools may contribute one or more NT dollars each month. A depositor will be available for each class and will be collected on the 30th of every month and then transferred to "Benevolence Special Account" in Tainan County.

(5) The amount contributed by each faculty member in every school on the basis of one day's gain will be transferred to the said Special Account in April and October every year.

2. Elimination of Dirt and Chaos

(1) Establishment of Experiment District

(a) Four experimental districts will be chosen within this country and each district may be subdivided into several sections according to its dimension; meanwhile, the national junior middle schools and national primary schools within the district are to be designated as implementing centers.

(b) Executive committees will be established in every educational district in the "hsiang" or town of this county. The bureau of education in this county is a responsible unit for the executive committee of the county. The executive committee in an educational district will be called by the principal concerned and its participants will consist of chiefs of "ts'un" and "li," relevant clerks, directors of women associations, nurses of health offices, teachers of national junior middle schools, and national primary schools, farmers associations, directors of 4-H clubs, directors of unit branches for people service, police substations, policemen on duty, directors of China Youth Anti-communism Salvation Corp and deputies of Reserves Auxiliary Units.

(c) The executive work team will designate the first Sunday every month as the day for cleaning and the school concerned will invite the above-mentioned personnel to take part in and designate all tasks to be carried out on that day.

(d) The school will assign responsible teachers according to the distribution of households within the educational district concerned.

(2) Key Points for Implementation:

(a) Particulars which should be managed inside school

- 1) Work to trim and fill soil;
- 2) Management on drainage;
- 3) Planting trees and flowers, accompanied with lawns and terrace;
- 4) Planting trees around exercise ground;
- 5) Maintenance for washing-hand facilities;
- 6) Maintenance for cleaning lavatory;
- 7) Cleaning glass of window and door constantly; and
- 8) Checking athletic equipment periodically for the sake of safety.

(b) Particulars which teachers should direct students to do outside schools:

1) Personal Sanitation:

- * Each one should have one tooth brush and one towel respectively;
- * Keep basin and cup clean;
- * Taking a bath, having hair cut and manicuring constantly;
- * Often Changing clothes, paying attention to buttons (be complete) and darning broken part; and
- * Cultivating good habit of not throwing waste paper carelessly or not spitting

2) Family Sanitation:

- * Clean house and garden before going to school every morning;
- * Trim lawn and grass at leisure after school;
- * Keep furniture and various tools clean and tidy; and
- * Wipe the glass of window and door clean.

3) Environment Sanitation:

- * Drain gutters;
- * Keep haystack tidy;
- * Pour trash into compost house or pit;
- * Build fence for livestock; and
- * Burn waste paper and butt.

4) Environment Beautification:

- * Utilize time at leisure to plant flowers and trees;
- * Management on existing garden such as tree trimming and watering;
- * Keep surroundings tidy and earth even; and
- * Whitewash or paint house constantly.

(3) A contest may be held on the basis of each "lin" every month and may be evaluated by school teachers accompanied by chiefs of "ts'un" or "lin," relevant clerks, sanitation personnel and policemen on duty who are organized into an evaluation team.

G. Review on the Implementation of Educational Benevolence Work in Tainan County

A. Efficiency and Result of Implementation:

(1) Decrease of poor families

In order to cope with the implementation of social welfare plan, a survey on poor families has been conducted to analyze the distribution situation of poor families and their financial status to facilitate suitable relief and poverty elimination. According to the survey, it is revealed that 4,605 original poor families have been reduced to 2,890 families at present, with a diminishing rate 37.03%, and 24,224 original paupers have been reduced to 13,314 persons at present, with a diminishing rate 45%.

Up to now those who need urgent relief in school have been taken care of through assistance which helps poor students to attend school and provides poor students with nutritious lunch and necessary journey fee. All the expenses needed for relief have come from Special Benevolence Account. Meanwhile, the difficult problems of those teachers who render service in aboriginal mountainous areas have also been solved.

(Information on an Individual Case of Benevolent Plan in Kuan-miao National Junior middle School of Tainan County is Attached herewith.)

INFORMATION ON AN INDIVIDUAL CASE OF BENEVOLENT PLAN IN KUAN-MIAO
NATIONAL JUNIOR MIDDLE SCHOOL OF TAINAN COUNTY

No. 001
Description: Disabled
Surveyor: Huang Chin-tai
Time: 2nd Term of the Educational Year 1972

Student Name: Ou Wen-ts'ai
Age: Born on 25th June 1959
Domicile: Tainan County, Taiwan
Grade: Class 3 of 1st Grade
Description of Birth: 2nd Son
Parents Names: Father: Ou Yung-yung Mother: Ou Lu-hsin
Sex: Male
Address: 51 Sung-chiao-ts'un, Kuan-miao-hsiang, Tainan County
Details of Discovery:

As a child Ou Wen-ts'ai suffered from polio and felt difficult in walking. When attending national junior middle school, he had to depend on crutches for walking and take 50 minutes from school to his home. Moreover, he staggers and sweats during the course of walking. The leading teacher of his class, Cheng Lung-tou, and another teacher, Ho Yu-hui, had discovered his hard situation and conducted a thorough survey on his family. Several days later a benevolent movement for the contribution of a wheel chair was initiated.

Family Situation:

Family is poor, parents alive and occupation farming, with one elder brother and sister, living on making bamboo handicraft.

Relief Condition:

Initiators: Teachers: Ho Yu-hui and Cheng Lung-tou. The fund contributed by all the classes of 1st grade and class (10) and class (11) of 2nd grade amounting to NT\$2,577 for the purchase of a hand-operated tri-wheel chair costing NT\$2,500, and the remainder of the fund has been deposited into Benevolence Special Account. By means of the contribution of those known as "silent good-doers," the disabled student can reach home with more ease and safety after school.

Result:

- (1) The disabled student has security, in walking;
- (2) The love between teachers and students has been fully developed;
- (3) The respect of student's parents to school can be fostered; and
- (4) A good example to hint the future followers in cultivating the garden of benevolent plan.

(b) Decrease of Dirt and Chaos and Beautification of Environment

In order to implement benevolent work thoroughly, the whole Tainan county has been divided into four experiment districts so as to strengthen personal sanitation, family sanitation, environment sanitation, surrounding beautification, and to maintain good traffic order. The scope of communities to implement is as follows: 1st experiment district Yu-chin-hsiang, 2nd experiment district Shan-hua town, 3rd experiment district Chi-Ku-hsiang and 4th experiment district Hsieh-chia town, where the local middle schools and primary schools will act as implementing center.

Since the implementation of such a work, the phenomena of dirt and chaos around schools have been eliminated and the environment of schools has been kept tidy. The personal sanitation habits of students and family surroundings have been under improvement.

2. Difficulties Confronted and Methods to Solve:

(1) All units cannot be fully well-matched, because all units are busy in their original given tasks: once they are requested to add more time to engage in such a work, they feel difficult and pressed to meet the actual situation at the beginning. However, since there is conspicuous result through persistent endeavor, they will not have any unfavorable tendency to evade such a duty.

(2) Adults (students parents) cannot cooperate fully. Owing to the economic prosperity day by day in Taiwan, every walk of life needs manpower and every one is busy creating employment to increase wealth. As a result, theoretically benevolent work is deemed a trifle and cannot be put into practice. Nevertheless, at present the situation has been improved as on the one hand the responsible personnel of relevant units, and teachers, have behaved as an example for implementation and any area through their effort has become fresh; on the other, financing expenses may be offered at any time by the government so that everyone is glad to carry on.

(3) Insufficiency of Expenditure and Lack of Basic Engineering for Environment Sanitation

Any work which only needs labor is likely to be effected and any work which requires expenses is unlikely to be pushed smoothly due to lack of money, such as: (a) the repair and maintenance of gutters; (b) the pavement of asphalt road; (c) small-scale stadiums; (d) swimming pools; (e) parks; (f) children's playgrounds; (g) water supplying facilities; (h) broadcasting stations; and (i) recreation stages and other public facilities which should be planned in separate periods and finished year by year.

H. Future Prospects

1. Anticipated Result in Four Years (1972-1976)

- (1) Decrease of poor families by 60%;
- (2) Thorough elimination of dirt and chaos in the environment of schools as well as important areas of "hsiang" or towns and accomplishment of surrounding beautification by 40%; and
- (3) The extent of personal sanitation, family sanitation and overall society sanitation will be able to cope with the requirements of living standard for modern nationals.

2. Long-range target

The goal of reconstructing Tainan County is to reach the ideal level of cosmopolitanism, in which everyone will be free from want, healthy and happy; meanwhile, dirt, chaos and poverty will have disappeared.

ADDENDUM

After the workshop, I have learned some new ideas and strategies. The revised parts (paragraphs E & F) are as follows:

1. I should put the emphasis on the leading teacher first, and the work must be started by all teachers responsible for each class, directing all the students of his class. And then, the work may be expanded to whole schools and families, developing the virtues of compassion, enthusiasm and patience. It is believed that work will be carried out all over my county, by means of educational endeavor to push whole society and penetrate into every family. Therefore, the leading teacher is the basic force to implement the work, and students may be regarded as a main current from points to lines and from lines to whole area.

2. This project must begin working from everyone. The more personnel involved the more success is expected. So, techniques of moving people such as persuasion, propaganda, power, purge, etc., are the most important factors to get the best results in the long run. There must be progress everyday and there must be result in every step. A result may be obtained only through step by step in practice.

3. Each student may contribute voluntarily one or more N.T. dollar per month. "Benevolence Special Account" will be established to facilitate the contribution which will be allotted for relief and vocational training. After these experiences and self-education, we may make every student happy to help others and encourage him to do good, and the spirit of compassion, patience and service can be cultivated gradually.

4. As for eliminating dirt and chaos, I should put the emphasis on students themselves, first, to cultivate their personal sanitation and good habits by asking students to keep clean and to keep traffic order daily. Then, the environment of schools and family surrounding should keep clean and tidy. It is expected that the work may start from points to lines and then to the overall area (student $\begin{matrix} \text{family} \\ \text{school} \end{matrix}$ community - county).

5. To be more effective, I have to make the project target clearer, first, in order to get more support from various walks of my county, and utilize my own "power of leadership" more effectively in motivating more support from teachers, public employees, etc. The strategies suggested are to use mass media communications, and techniques of persuasion, such as planting ideas at staff meetings, and power should be utilized positively, such as through merit recognition of effective workers.

"OPERATION TO HELP THE NEEDY" IN PINGTUNG COUNTY

by

Wen-fu Ko
Republic of China

I. INTRODUCTION

For the purpose of eliminating poverty and further preventing the expansion of the needy population, positive assistance and supervision measures to replace the conservative relief measures in the past are underway. Commencing December 1972, an overall effort has been made to alleviate the dependence on relief, to induce self-reliance and to encourage the self-reliance of the poor. Relief has been only given to those who are aged, feeble and disabled. Assistance to the able-bodied poor production activities and seeking employment has been launched. All concerned agencies of this County Government are now implementing this operation with joint efforts.

II. PRESENT SITUATION

A. Causes of poverty

According to survey and analysis, the causes of poverty are as follows:

1. Aged, feeble and disabled who are dependents or physically handicapped and in poor mental condition to earn income for livelihood. They rely on relief for maintaining their living completely. Most of these people are Class I Needy.
2. Able-bodied individuals who lack skillful techniques, and are therefore unable to seek appropriate work or are unwilling to accept employment in their home towns. Furthermore, this rural county has very few factories to provide employment. Consequently, they become poor people.
3. Large family size with too few persons of working age and too many dependents. Their livelihood thus becomes worse and poor.
4. Addiction to heavy drinking, gambling and habitual idleness, etc. They are unwilling to work to improve their livelihood.
5. Natural disasters and accidents.

B. Criteria for poor family classification

1. Class I: None of the family members are able to work and have no property. They have no income, and are unable to maintain their livelihood without relief.

2. Class II: Those with working ability do not exceed one-fourth of the total family members and at the same time their total income cannot meet one-half of the total family expenditure.
3. Class III: Those with working ability do not exceed one-third of the total family members and at the same time their total income cannot meet two-thirds of the total family expenditure.

Remarks: The minimum monthly living cost per capita is NT\$200. (US\$1 = NT\$38)

C. Survey of poor family

1. The poor family has to apply to the township public office. Village chiefs or secretaries may apply on behalf of the poor.
2. Joint on-the-spot survey by township public office and village chief/secretary. A relief name list is to be prepared.
3. Joint screening by township public office, people representatives and local gentries sub-committee according to the "Criteria for Poor Family Classification." If necessary, village chief/secretary should be present in order to be answerable.
4. After the poverty classification is made the relief name list will be submitted to the County Government for the Provincial Government to dispatch college students in July to recheck the eligibility.
5. A list of the poor family in Pingtung County as of August 31, 1973 is as follows:

<u>Class</u>	<u>No. of poor family</u>	<u>Population</u>
I	1,536	2,357
II	1,161	7,084
III	2,413	15,617
Total	5,110	25,058

Remarks: The total population of Pingtung County is 840,952. The needy population is 3%.

III. WORK ITEMS

- A. Expansion of relief, reception and institutional care
- B. Guidance in various kinds of production
- C. Vocational training
- D. Guidance in seeking employment
- E. Improvement and construction of housing units
- F. Guidance in education
- G. Encouraging public to join the relief operation
- H. Preventing the emergence of more poor families

IV. METHODS OF IMPLEMENTATION

A. Organization of promotion committee

1. To organize "Pingtung to Help the Needy Committee" consists of 47 representatives of political parties, civil officials, peoples' representatives, vocational school principals, factory owners and local leaders.
2. All townships to organize respective executing sub-committee consisting of township, public office, school principals, factory and business firm owners and local leaders.
3. All concerned agencies carry out respective responsibilities and cooperate in support of this operation.

B. Survey of resources

1. To survey the number, physical condition, work aptitude and available tools of able-bodied poor people for planning the production and vocational assistance.
2. To survey the agricultural, fishery, livestock and handicraft resources for guidance in the production.
3. To survey: (1) the job opportunity of all industrial plants and commercial establishments for employment, and (2) vocational school for vocational training so as to prepare the poor people to seek employment.

C. Expansion of relief, housing and institutional care

1. To organize "Benevolence Team" interviewing family to family according to the survey and persuading them to accept housing and institutional care.
2. To ask local religious and charitable organizations to provide relief to those who are incapacitated and have no one to depend on and no production power under Class I.
3. To ask local civic-minded people to adopt the poor or to donate fund and food.
4. To house those who are incapacitated, suffering from chronic diseases, feeble and mentally deranged so as to lighten their family burden and allow other members of their families to engage in productive activities.
5. To expand medical aid for the poor, to strengthen disease prevention and cure so as to reduce pain and agony in order that those sick needy poor with working capacity will soon be restored to health and be able to work again.
6. To ask the public to establish homes for the aged and orphanages.

D. Guidance of production

1. To assist the needy people to take up farming, fishing, livestock and handicraft production according to survey. They will be so helped by phases and on a regional basis.
2. To reserve newly constructed market stalls to be allocated to needy families.
3. To set up small loans with low interest rates thru provincial cooperatives as production capitals.

4. To provide favorable production climates for the needy people and to guide production.

E. Vocational training

1. To arrange with factory and business firms to conduct training for those able-bodied needy people to become skilled workers and to provide job openings.
2. To arrange with all industrial, commercial and agricultural vocational schools to coordinate with this operation by training unskillful poor people so as to facilitate vocational guidance according to their skill.
3. To conduct various vocational training classes and handicraft classes according to their individual preferences in order to promote the employment opportunity.

F. Vocational guidance

1. To assist those who have working capacity and are willing to work in other areas according to their individual preferences.
2. To convince and encourage those who are unwilling to work and have bad habits to take up employments.
3. To study the reasons of those who are unwilling to work in other areas and to solve their problems then to convince and encourage their vocational mood.
4. To assist the needy people to operate small-capital business such as selling cigarettes, vegetables and fruits.
5. To arrange with various temples to employ those aged people with no one to depend on or the disabled keepers.
6. To help increase the meager vocational income and thus to reduce family burden by:
 - a. Extension of cottage handicrafts.
 - b. Free rural nurseries and free tuition for their children.
7. To provide employment in the reforestation work in aboriginal townships.
8. To request various private and public enterprises to provide job opportunities for the needy people.
9. To establish more factories so as to increase job opportunities.

G. Improvement and construction of housing units

1. To provide construction materials by the government for those needy people who have no houses to live in and to organize "Benevolence Team" to help the construction.
2. To repair those damaged houses by providing construction materials and organizing "Benevolence Team" to do the repair work.

H. Guidance in education

1. To strengthen assistance and supervision of school-age children of the poor and enable them to enter schools so as to increase their knowledge and also their ability to make a living in the future.

2. To grant scholarships to the children of needy families so as to encourage them to strive for a better future.
 3. To provide tuition loan to the children of needy families to attend senior high schools, senior vocational schools or colleges.
 4. To arrange with charitable persons to donate funds for the children of needy families to study in senior high schools, senior vocational schools or colleges.
 5. To conduct special classes so as to cultivate hard-working spirit, civics and self-strengthening.
- I. Motivation of community efforts to support the relief operation:
1. To organize "Benevolence Team" to consolidate various community efforts for servicing the needy people. Each village is to organize one team.
 2. To set up "Benevolence Account" to accept donations from the public.
 3. To set up "Benevolence Box" to secure offers of production and vocational training opportunities and technical assistance. It is to solve the poverty problem with joint effort of society.
 4. To encourage students to drive for relief clothes and articles and help the needy people in improving their environmental sanitation and living conditions.
 5. The mass media will be utilized to publicize this relief operation in order to win support.
 6. To cite those who work hard and succeed in order to induce fellow needy people to follow suit.
- J. Preventing the emergence of more poor families
1. To accelerate community reconstruction, improve environmental sanitation, reduce outbreak of diseases, strengthen production welfare, increase the income of the people and raise the living standard, thus to prevent the emergence of more poor families.
 2. To help solve emergency problems encountered by the low-income bracket people through "Benevolence Teams."
 3. To render medical aid or relief immediately to those who suffer from sickness or accident who once was a needy person and became well-to-do after self-strengthening as a result of guidance.
 4. To assist in family planning by visiting the needy family regularly. To persuade them to practice birth control and to supply drugs free in order to help them to avoid giving birth to too many children which will increase the family burden.
- K. Competition and rewards
1. To draw up plans for holding competition among townships in implementing this operation. Rewards will be given to those which have outstanding achievements.
 2. To award townships which develop and successfully carry out this program.

3. To award any individual who renders welfare services to the needy people with good results.
4. To award enthusiastic organizations which provide various welfare services to the needy people with outstanding achievements.
5. To cite those needy people who become well-to-do persons.

V. WORK SCHEDULE AND ITEMS:

- A. Short-range projects to be completed in three years with satisfactory results.
 1. Expansion of the relief scope, reception and institutional care for the poor.
 2. Guidance of getting employment.
 3. Vocational training.
 4. Construction and repair of housing.
 5. Extension of small loans.
 6. Guidance of birth control.
 7. Promotion of family handicraft.
- B. Medium-range projects: to be completed in five years
 1. Guidance of production.
 2. Guidance of setting up factories.
 3. Guidance of academic education: Drive on assistance to the poor people to enter schools by charitable unit.
 4. Encouragement of profitable welfare.
 5. Motivation of the relief drive by society.
- C. Long-range projects: (eight years)

The short- and medium-range projects, when concluded, will be carried on so as to increase the earnings of the poor and prevent the emergence of new ones. It is hoped that all people in this county will enter an era of peace, happiness and prosperity.
- D. At the inception of this operation, all the short- and medium-range projects will be commenced simultaneously, or preparations will be made. As to long-range projects detailed planning should be made according to actual conditions in order to match with fund availability so as to implement them in an orderly way to assure success.

VI. DIVISION OF RESPONSIBILITIES

- A. To ensure an effective implementation of this operation, a sub-committee will be organized to handle the planning, guidance and evaluation. The sub-committee will consist of the heads of various agencies concerned. The Secretary-General of this County Government will be the convenor.
- B. Civil affair units: To develop and implement projects relief and technical training and vocational assistance to the aborigines.
- C. Finance, budget control and social welfare units: To raise funds and provide budgets for the operation, supervise the small-loan project of all levels of farmers' associations and cooperatives. To encourage the poor to make savings.
- D. Reconstruction units: To develop and implement projects for encouraging public and private enterprises to provide employment opportunities for the poor, to install small-scale industrial zones, to encourage the establishment of small factories and to promote family side-lines.
- E. Education units: To develop and implement projects for the children of the poor to enter schools, to encourage poor people to attend senior vocational schools and to set up special classes and technical training classes.
- F. Land administration units: To develop and implement projects for crop, fishery and livestock production by needy families. Public lands and other resources available will be utilized.
- G. Law enforcement units: To develop and implement projects for the survey of conditions and movement of needy families, to locate the aged, feeble and incapacitated poor people. To prevent juvenile delinquency.
- H. Health units: To develop and implement projects for strengthening family planning, to expand the scope of medical assistance to needy families, including disease prevention, environmental sanitation improvements, etc.
- I. Information units: To develop and implement projects for utilizing the mass media in publicizing this program.
- J. Social affairs units: To supply data of the poor, develop and implement projects for their reception, care, relief, vocational training and employment, establish cooperatives, mobilize community efforts for the support of this operation and provide welfare services to the poor.

The aforesaid scope of planning for various activities will cover all townships.

VII. FINANCING

- A. Appropriations from the Social Welfare Fund.
- B. Allocations from the existing budgets of respective agencies concerned under related items.
- C. Funds to be budgeted by agencies concerned.
- D. Donations of benevolence foundation fund from the public or from other resources.

VIII. EXPECTED BENEFITS:

- A. Class I needy people will be resettled.
- B. Incapacitated or sick people will be treated, housed and cared for.
- C. Able-bodied poor will be employed and engaged in production so that they will be able to become better off.
- D. Children of poor families will receive education.
- E. Overall self-reliance movement will enable Class II and III needy people to become independent minded and get employed in productive work to improve their livelihood.
- F. Poverty will be eliminated to attain social stability. All the needy people will enter a well-to-do era.

SUMMARY

The improvement of social welfare program under "Operation to Help the Needy" is considered one of the most important tasks of the Pingtung County Government. It is aimed at eliminating poverty and increasing the wealth of the people, thus enabling all the poor to become well-to-do. Commencing December 1972, an overall effort has been made to alleviate the dependence on relief and to encourage the self-reliance spirit of the poor.

Cause of poverty was surveyed and analyzed, criteria of poor family classification was established, survey and interviews of poor family were made, practical work items were worked out, methods of implementation are to be adopted, work schedule and items are established, division of responsibilities are clearly stated and sources of financing are to be acquired.

It is expected that this joint effort implementation of the operation will bear fruit in resettling, treating, housing, training and educating the needy people. Encouragement will alleviate the dependence on relief and induce self-reliance spirit of the poor to become more independent.

The ultimate goal of all the appropriate measures taken by the Pingtung County Government is to make this county into a peaceful and wealthy community.

ADDENDUM

Under "IV. Methods of Implementation," add under "A".

B. Publicity and Communication

- 1. Organize a publicity team to inform the mass media of the nature of the project and its progress, etc.
- 2. Utilize religion as a method of communication to convince people to support the project.
- 3. To take advantage of community gatherings as ways of informing the people of the purposes and objectives of the project and the advantages and benefits they will obtain from such a project.

4. To publicize the true stories of the needy and encourage others to assist them. Emphasis is placed on the need to encourage the people to be able to help themselves, to become successful and to strive for better lives.
5. Request the team to assist in making signs to serve as a notice to remind people whenever they look at it.
6. At the success of each project, an inaugural ceremony to celebrate such a project should be held and invitations sent to dignitaries as well as people who were responsible for the project and also to the people who had been involved.

Under "IV, I. Motivation of community effort to support the relief operation", add

7. Linkage and cooperation from the staff in the administration and also from leaders of the various sectors. The project director should approach the staff and explain the terms of reference of the project sincerely before asking them to implement the plan.
8. In order to get the plan moving, personal letters should be sent to the various leaders of the community to enlist their support, cooperation, and assistance of their people by way of financial, manual, and other forms of contribution.
9. Take advantage of my administrative authority as a strategy and motivation by seeing that the staff perform their duties to the best of their ability when working on such a project.

PROJECT FOR ADULT AND YOUTH EDUCATION

by

Sunthorn Civilize
Thailand

People who are living in tropical countries such as Thailand, have many problems to be solved by local government. These problems cannot be ignored. They are low income, health-sanitation, illiteracy and so on. So it is a duty and responsibility of the municipality to solve or to help people to solve these problems. For myself as the municipal councilor of Education I made plans in giving education to not only adults but also to youth as well.

Project for Adult Education

Purpose

1. To increase their income.
2. To take care of their children properly.
3. To spend their leisure time wisely.
4. To understand the policy of local and central government.
5. To know the duties and responsibilities of people in a democratic way.
6. To know the family planning.
7. To have moral lives.
8. To know how to make home beautification.

Method of Approach (began at 1969)

1. Parents of pupils in Municipal Schools were invited to attend the meeting at school on Friday afternoon. Each school teacher checked the attendance of the parents.
2. A famous monk was invited to preach or to advise teachers and parents to follow Buddha's teaching. Firstly, they had to promise to follow the basic 5 Commandments of Buddha.
 - a. Do not kill or harm animals or human beings.
 - b. Do not steal anything.
 - c. Do not love neighbour's wife.
 - d. Do not tell a lie.
 - e. Do not drink.

Secondly, the monk began to preach and explain simply how to follow Buddha's Words for their better living, such as 4 steps to get successful life. They are:

1. Be industrious in your work, we can get more and more money by working hard or we can be promoted into a higher position. We should not wait for God's help, or we should not believe in superstition.
2. We must know how to keep or to spend our money wisely. Many people are spending more money than they get. We have to think twice before spending; we should not spend our money for gambling, drinking or in a foolish way. We have to think that family lives are trouble if we lack money, so we must try to deposit one part of our income in the bank for the future lives.

3. We should have good friends, because good friends can help us or advise some useful things to us.
4. We must live simply; do not live in a luxurious way. Do not follow the slogan "get first and pay later." How can our family get happiness if our payment is higher than our income?

When the meeting was over, the parents asked me to have the meeting again next time. They realized that spiritual food was needed for everybody; besides getting knowledge they have the opportunity to ask the teacher about their children learning in school. The parents were convinced to take duties and responsibilities for bringing up their children properly and trying to be good models for them. They would not leave their children to the teacher alone as before.

Follow up

When we organized the meeting again the following month, we noticed that the number of the audience was bigger. The monk changed the topic of preaching and for myself, who talked to the people after the monk had finished his preaching, and I, who had also changed the topic of speaking. So the people knew that if they attended the meeting they could learn many things which could be applied in their lives. Sometimes the preaching was too long so before talking about the topic chosen, I tried to summarize how to do good and receive good as Buddha's words. I always told them about the biography of some people who had begun their lives penniless and who had become rich men now. Everybody wants to be a rich person, so they like to hear a real story. Each meeting there was one life story telling; I hope that it will encourage them to do good in their lives.

When the program of meeting the people at Municipal Schools had succeeded, I made a plan of meeting the people in every temple around Chiangmai Municipal Area, because 95% of the people in Chiangmai are Buddhists. They usually go to the temple every week for the religious rite, so the temple is a suitable place for holding the meeting. Besides, the temple is the center of the community. I approached the head of the abbots in Chiangmai City telling him about my plan. I told him that nowadays people are engrossed in their work and finding happiness for themselves. More and more people are selfish and they can do anything to please themselves without seeing the trouble of the others. Many people are lacking interest about family affairs, so the statistics about divorce are increasing rapidly. There are social problems arising, such as killing, robbery, deceiving, etc. More and more people are not interested in religious teaching; they hardly go to the temple. We should invite them to attend the temple to hear the preaching from the famous monk. The time for the meeting to be held should be in the evening after they have eaten their evening meal because it is the suitable time for them. The Head of the abbots in Chiangmai approved my plan, so he arranged the program of meeting every Saturday evening between 7:30 p.m. to 9:30 p.m. The abbot in each temple invited the people to attend the meeting.

After preaching I had to tell them one of the following topics:

How do we get rid of garbage properly. Every house has waste things to be destroyed, for some people who were using Municipal Service should have waited for the Municipal Service man to come to their house and give the garbage to him. You should not put the garbage in front of your house and let the garbage wait for the Municipal Service man; before he comes the garbage will make the road in front of your house dirty and malodorous. For some people who want to destroy garbage themselves, the easiest way is burying them in the ground and you must cover the hole after putting in waste things. After leaving garbage under the ground about three months you will have fertilizer that is good for vegetables or flowers in your garden. I encourage them to plant flowers or vegetables in their leisure time to make their homes beautiful and to get some money by selling them.

How to get rid of rabies from Chiangmai:

Thai people are very fond of feeding dogs. Dogs can be seen easily everywhere, even on the roads, so there are many people who die by having rabies every year. Chiangmai Municipality is trying to get rid of dogs every year but it is not satisfactory because killing animals hurts Buddhists' feelings. I have to inform them that if they want to feed dogs they should try to bring the dogs to get an injection against rabies and they should not let their dogs wander along the road. I also told them that it is the duty of the municipality to get rid of wandering dogs because those who have rabies are incurable.

How to take care of their children properly:

Many people who are poor believe that their children must be as poor as their parents. It is misunderstanding. I have to tell them that there are many famous persons or rich persons who come from poor families. Parents should encourage children in learning and following parents' suggestions. Parents should not do some foolish things which hurt children's feelings, such as drinking, gambling, etc. Children need love in their families. The cause of juvenile delinquency is always from broken families, so they must try to avoid the cause of broken families.

At the end of each meeting people will ask me, as the representative of the Lord Mayor of Chiangmai City, to do something for public needs. On Monday the public requests must be worked by the Lord Mayor. By this way, people can understand and see what is done by the municipality for them.

How does the Municipality increase its income:

Fortunately, Chiangmai is an ancient city having beautiful flowers and scenery; besides, Chiangmai City is the center of the Northern culture. Many people from inside outside Thailand come to Chiangmai City by land and by plane. Tourists cannot have rooms in any hotel if there is no reservation before coming to Chiangmai City. During Songran Festival on April 13 to 15, and in Loy Kratong Festival on the full moon of November, many people come from every part of Thailand to join or to see native traditions. I have to go to the Temples in Chiangmai City to ask the abbots to prepare places in the temples for tourists to stay, because all hotels are occupied and some of the tourists have to stay in the temples, so all temples in Chiangmai are crowded every year.

What does the native do during Songran and Loy Kratong Festivals:

I convinced them that all tourists who come to Chiangmai every year bring money to spend here. We call it the "invisible" income. We have to welcome them warmly by showing them the Northern culture, native dress and folk dances, etc. I encouraged them to dress in the Northern costumes, especially the boys and girls. I have been glad that they all agree with me.

The more tourists that come to Chiangmai, the more people in Chiangmai who will get money when Chiangmai is a famous city for tourists. There are undesirable things arising in Chiangmai such as bowling alleys, nightclubs, horse racing field, turkish bath, and so on. People are engrossed in the recreational places. Such recreational places are suitable for some people who are rich, but not for the poor. In my observation the horse racing field is full of the poor, because the poor mostly are uneducated people. They do not know how to spend their leisure time wisely. If the foolish things are still going, there will be thieves and robbers throughout Chiangmai. Besides, there will be no happiness in families because of lack of money to spend for family affairs. So I persuaded them to plant flowers at home in their leisure time, because gardening is a good exercise and will make the homes beautiful. Besides, flowers can be sold. For some people who have ample place for gardening, I suggested that they plant vegetables. Resource persons from the College of Agriculture in Chiangmai are always invited to suggest to them how to plant vegetables and flowers properly.

After working hours in the afternoon, instead of dropping in a wine selling or clubs, father will rush home for his vegetable or flower planting. When his children find that their father is working in the garden they will help their father. The relationship between father and sons will be closer. Father might take advantage by teaching or advising children to do good things. His teaching might be followed, after evening meal while father reads newspaper watches T.V., or listens to the radio, his children will be busy with their assignments from school. The collaborative work between father and sons in the afternoon might reduce their expense from buying vegetables in the market. Besides, it will solve the juvenile delinquency.

Family discord is the important thing that cannot be ignored. It is the first step to divorce. When the parents get divorced, many problems arise not only for the family but also for the community. How to make family solidarity is my project to be done. Religious teaching has an important role to take in this program. When parents or people were invited to attend the meeting, after hearing the preaching from the monk, I used to tell them that they had to know about children's needs for encouraging them in the study. Children who get the highest scores and have good behavior must come from solid families. Many scholarships are waiting for boys and girls who get the highest scores and have good behavior. People want to see the success of their children, so they must try to encourage their children in and out of school. Parents were told that juvenile delinquency is always caused by broken homes. They must try to avoid quarrelling at home everybody knows about his duty, and they will try their best. Happy homes make a happy community is my motto while serving as the Municipal Councillor of Education in Chiangmai City.

Youth Education

Purpose

1. How to find their work properly.
2. How to prepare for family life.
3. How to use their leisure time.
4. How to improve their community.

Youths, who finished grade 4 or grade 7 hardly ever found work because they were lacking skills. They became discouraged in finding jobs, and Thai people are usually taught to find their work in the office or having their work as white collar. When the poor could not get higher education they thought they had lost their opportunities of getting good jobs. They have to be taught or to be advised that everybody can work in any kind of work which is suitable for himself and is not against the law. These works are farming, carving, trading and so on. These works are waiting for everybody who is eager to do them. They are also advised that their successes will be due to industries and thrifts. I used to invite them to visit the Vocational School and Agricultural College in Chiangmai after seeing many youths apply to study in Vocational School. People from various careers were invited to tell the youths about the method of working and how to get success. Many young men began to get their work as farmers, wood carvers, silverware makers, and so on. It is the duty of the municipality to help the youths by opening Market Day on every Sunday at the Public Park for selling youths' products. I also invited students from the Agricultural College and Teacher Training College in Chiangmai to join this project by selling their products, such as pork, meat, eggs, chicken, fish, and some kinds of vegetables at a lower price than selling in the market. People in Chiangmai City were very fond of buying things on Market Day because they could buy at lower prices. Besides, they could help students or youth work. I was very glad to open Market Day for almost 2 years. Unfortunately, it was closed by the late Governor of Chiangmai because of making the public park dirty. I could not find a suitable place for opening Market Day like the old place, so we have to look for a new one.

For the mutual understanding among youths from various places in Chiangmai City, we distribute sports equipment to youths such as footballs, basketballs, and takraw (made of rattan). They are invited to send their football teams to play with the other teams in the Municipal Field for exercising and getting acquaintanceships or closer relationships among youths.

New Project for Adult Education

Education is needed for everybody, especially people in the tropical countries such as Thailand. I shall change the method of approaching education to people. I shall show them the movies of the foreign countries showing about education, sports, farming, science, and so on. I shall ask them to compare lives in foreign countries and lives in Thailand. What do the Thai people do to get achievement as the foreign countries do. I shall borrow movie film from USIS, the royal Netherlands Embassy, Japan Embassy, etc. Places for movie showings: Municipal schools and at the Temples.

Time: 8:00 p.m. to 10:00 p.m.

When: On Friday and Saturday.

ADDENDUM

When I had the opportunity to be a participant in the Public Leadership Workshop held at the East-West Center in Honolulu, Hawaii, between Oct. 15-26, 1973, I learned many things from my fellow participants that will help make the project that we are doing run smoothly. The three important factors which I obtained are:

I. Staff support. I shall convince them to know the purpose of our work and let them know how to achieve the goals. My staff consists of Chief of Division, principals, head teachers and teachers in Municipal schools.

II. Linkage and cooperation. There are many ways to cultivate linkages in order to obtain cooperation. According to my fellow participants who succeeded in their work, they use the method of contacting people personally. I shall try to use this method, too.

III. Use of Religion and Cultural symbols. People believe in God and respect priests or monks according to their religions. It would be easier if after having religious ceremonies we suggest or educate people to do something for the improvement of the community. I can set up an "Educational Center" for each community in the temple or in the church by the following ways:

1. By utilizing the annex building in the temple compound and providing chairs for all temple attendants to sit down comfortably. They will enjoy the meeting at which they can both listen to the preaching from the monk and learn something new from the resource persons.

2. By teaching the Young Buddhist Group of each temple some useful things after religious ceremonies, such as: how to use their leisure time wisely; how to feed pets; how to plant vegetables; how to cook food and at the same time retain the vitamins, etc.

PROBLEMS OF PEOPLE'S PARTICIPATION
IN COMMUNITY DEVELOPMENT IN THAILAND

by

Suchan Phongnar
Thailand

Community development has gained nearly universal recognition as a force for inducing social and economic change in development nations. The definition of community development, (CD) stated by the United Nations Economic and Social Council fifteen years ago and still valid today, is:

"The term community development has come into international usage to connote the process by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress."

"This complex of processes is then made up of two essential elements: the participation by the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative, self-help and mutual help and make these more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements."

It can be said that the main objective of each government of Thailand is to speed up country development. Much effort has been put into national development. Various government agencies plan development projects with increasing prosperity and the well being of the people as their common aim. The development plans of the various agencies which aim to raise the standard of living of the people operate in different ways. Some projects aim to solve immediate problems while others promote basic development over a long period. Here we will focus our attention on rural development only.

We may divide the efforts of the government in improving the standard of living of the people into two levels: One is a large scale project such as building of dams, highways, or hospitals.

The other level is small scale development which will directly benefit specific rural areas; this kind of development, for example, includes the promotion of agriculture, improved health conditions, establishment of cooperatives, etc.

Governmental Effort

The Community Development Department in Thailand was established in 1962. Up until now the department has contributed a great deal to national development as can be seen in the community development structure which has been identified according to the above CD concepts given by the United Nations. The community development structure is classified into policy, purpose, objectives, and goals, the details of which are as follows:

Policy

In order to work successfully in the CD area, 4 philosophical concepts or ideas have been classified. They are:

1. To eliminate the conflicts among people and the conflicts between people and the government.
2. To improve standards of living in the rural area.
3. To promote the ability of the working group.
4. To promote the satisfaction of people in the village and to encourage people to have self-confidence and the responsibility for development work, and to realize that they can also protect themselves.

Purpose

To support these four policies to attain the given goals, four purposes have been identified as follows:

1. To conduct people to coincide in opinion and to have the same faith.
2. To stimulate people to have initiative and felt needs of necessary things for living and to co-operate in working according to their own abilities to satisfy these needs.
3. To develop knowledge and competence in people in all occupation and to motivate people to have skill in various jobs.
4. To work in groups in order to gain strength and to practice democratic work.

Objectives

To support the given purposed, the objectives of CD program were set as follows:

1. To accelerate the volume of production, to increase income and decrease expense of the community.
2. To improve the environment.
3. To improve sanitation and public health.
4. To promote education and culture including the necessary learning.
5. To develop in people the ability to make good use of their leisure for themselves and the community.

Goals

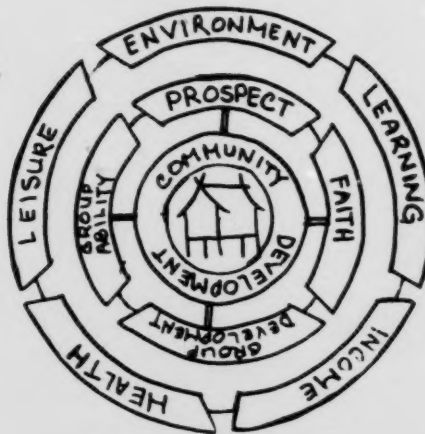
All kinds of operation will be focused at this point which is the highest need and is an abstract conception. Any operation lacking these factors is not community work. The four goals are:

1. To focus on efforts to change peoples prospects.
2. To create faith in people.
3. To promote the formation of group identity.

Philosophy of Community Development

To sum up the idea of CD structure, it is really a basic philosophy of community development which is based on the premise that competent human power can change the economic, social and political paces in the society. Increasing ability as well as desire to work and full utilization of human work force, are means to achieve the ultimate goal of development by sending community development officers to work with the villagers, stay with them, educate them, and lead them towards the right attitude and direction.

"Three dimensions" a symbolic concept of community development



(Symbol of community development movement)

The three dimensional community development movement is designed to achieve ultimate goals of economic, social and political progress for a whole community in such a manner that projects implementation and assessment can be implemented and valued in concrete as well as abstract forms. Concrete and abstract forms of overall process of the movement are inter-related and interacted activities. It is a systematic and dynamic movement characterized by continuity, expansion and existence activities.

The abstract form of the movement is very much revealed in the complexity and interaction of socio-psychological factors in community life. It is a dynamic movement and change towards the new visions of social attitude and faith, the spirit of working together as a group, that will push forward a group dynamic and create social change.

Meanwhile, concrete form of the movement is concentrated on physical growth in a community. It is envisaged toward a dynamic development in economic and social situations involving incomes, education, social environment, health, and employment in a community.

The paths of the three dimensional community development movement can be described by using symbolic explanation as follow:

1. Width (W) indicates a horizontal expansion of community development programs. It is described also as a "radical effect of CD programs.
2. Length (L) describes a state of continuity or duration of CD programs.
3. Depth (D) indicates a vertical expansion and it is also indicated a condition of durability and existence of CD programs.

The result of the overall community development movement therefore depends upon these three combination indicators. It can be stated as follows:

$$W \times L \times D = \text{results.}$$

CD Programs

In order to pursue CD concepts and the policy of the Third National Economic and Social Development Plan 1972 - 1976, the CD Department is working on the 12 programs as follow:

1. Leadership Development Program. This program require development in various kinds of leaders.
2. Occupational Group Development Program. The activities of this program are to promote occupational group formation, to introduce new technology and to promote activities of occupation which help solving problems of capital insufficiency, marketing and the roles of middleman.
3. Youth Development Program. The purpose of this program is to organize youth groups and provide them with occupational training and youth center, to establish Youth Federations and perhaps a National Youth Federation.
4. Women Development Program. The activities are conducted to promote group formation and to educate them with necessary knowledge.
5. Children Development Program. The activities of this project are to establish Child Development Center to train child custodians, and to create community participation in baby Development.
6. Volunteers Development Program. This program consists of developing rural development volunteers, CD volunteer leader, and youth development volunteers including International Peace Corps Volunteers.

7. Public Facilities Development Program. This program is designed to construct and improve public facilities. Through this program people can contribute either money and materials, or labor, or both.
8. Relationship Promotion Program. The program has as its purpose to encourage CD authorities and people in the village to understand CD concepts and processes, to know their roles and duties in order to bring about cooperation and coordination which lead to community development progress.
9. Creative Leisure Program. The activities are to promote sports, to form and train recreational groups, etc. In other words, to develop in people the ability to make good use of their leisure.
10. Official Training Program. This program is designed to provide various kinds of official training which are relevant to community development.
11. Research and Planning Program. The activities include making research and evaluation on community development at different points and establishing a CD plan in accordance with the National Economic and Social Plan.
12. Special Program. This program is divided into 2 categories:
 - a. Special program arranged to suit the immediate situation.
 - b. Program in cooperation with Foundation and private organization.

It is generally realized how significant the "village" is and how it is important to the foundation of national security. There are many agencies paying attention to the village so as to raise the living standard of people in the rural area. Villagers are appointed to be "committee" in a large variety of groups.

The community development worker is intimately responsible for improving the villagers; living conditions by trying to promote movements between various groups of committee and people in the village in order to perform useful activities to the rural society.

At present there have been many groups formed in the country as is shown in the following table:

Type of groups	Number of groups	Number of members
1. Occupational groups	17,661	1,678,334
2. Administrative groups	24,628	246,071
3. Groups formed according to sex and age.	1,502	47,185
4. Educational, Religious, and Health groups.	75,923	440,638

In order to acquire the government rural development policy and the needs of the local people, the Ministry of Interior has set up a Regulation on Five Year Community Development Planning since 1962. Since then some general principles of planning have been changed. The preparation of the plan must be based on the data and information obtained from preliminary survey. The tambon Community Development Committee or tambon Council would become a planning body to consider and discuss an initial tambon Development Plan.

The Five Year CD Plan principles were set up to be various direct and indirect methods to work with people. Some examples can be shown here in brief:

1. It is the collation of community problems for basic consideration in preparing the Five Year CD Plan, which is a Master Plan which can serve as a guideline in planning the projects to solve problems and to meet the needs of the villagers.
2. It is an indirect training method for the local leaders to know the problems discussion and to find the ways to solve these problems at the beginning. It also encourages the people to participate in the local self-government and thus acquire first hand experience with the basic processes of democracy.
3. It builds up the roles of village and tambon Development Committees in planning their own CD projects at village and tambon levels. This method will be the way to make the villagers know that they fully share in building the progress of their own communities.

People's Participation

Having established every possible issue to let the people participate in making progress for their own community, the government fully expects the most fruitful results. Unfortunately, things do not turn out as they should: problems of people's participation arise everywhere. Why people do not want to participate in uplifting their own village and why they do not cooperate with the government authorities may be explained from two different perspectives:

a. Problems concerning people.

1. For a long time the villagers have been accustomed to a parent-son governing system. They are used to receiving orders that are initiated by government officials. Most changes which have occurred in villages have been caused by natural factors or by government assistance and not by initiative from the villagers themselves.
2. As mentioned previously, the villagers have lived in conformity for generations; therefore, an advice or persuasion in environmental improvement does not work with the villagers as they tend to ignore or resist the change.
3. The majority of people are engaged in agriculture; their problem are thus concerned with the production process. To improve productivity means investment and risk. The rural people hesitate to take any big risk; they would rather follow the traditional pattern of agriculture and receive less products, and thus be in debt. The introduction of modern technology is not fully accepted as the resistance to change prevails.
4. Transportation is also a big problem for the rural people; many areas lack an all-weather road. Besides, the present communication system has not yet reached every remote village. The isolation of many villages from other developed areas is the obstacle to villagers initiative. Furthermore, most people do not know what to do with their leisure, owing to ignorance.

b. Problems of the Government

1. Many CD workers sent to work in the villages are inclined to change the existing surroundings first. That is to assist the villagers in material form. For example, they would propose a project in bridge-construction, wells-construction, and even roads, which actually are the secondary needs. The villagers' primary needs are to produce better quality and quantity of goods and to have markets for their goods. But these needs are not satisfied.

2. Some CD workers lack the ability to convince the people of the advantages of the projects being implemented. The people mistakenly believe that all the projects are governmental projects and that this is the reason for their participation. Most projects set a date of implementation and indicate their contents, and this makes people feel that their participation is for the benefit of the government and not for themselves.
3. Lack of officials to interpret many government services to the villagers creates a serious problem. For they do not understand that government services can benefit them in various ways. To solve the problem of rice-price falling, the government suggests road construction to enlarge the market and at the same time to cause a rise in rice price. But the villagers do not comprehend that road construction can lead to a rise in price and therefore they do not cooperate with the government when the road is built. Moreover they condemn the government for not helping them according to their real need but building the road instead. The above example indicates that we need more officials to explain to villagers that road construction actually will lead to a number of advantages.
4. We cannot deny that red-tape within our governmental system has caused a delay in some development projects. If people are prepared to cooperate with the government project but the government takes a long time to take any further action, then people will lose their interest and will not participate in the project any more. Sometimes people feel that their problem has disappeared while the government is taking time to make a decision. Therefore, when the project is approved, people will not participate.

Conclusion

This paper tries to present more on the government effort, especially CD Department, in generating people's participation. The problems of people's participation are caused by both people themselves and the government. If those problems are eliminated, it is certain that the national development will obtain a higher degree of people's participation. The table at the end of this paper indicates the actual figures of villagers' contribution to CD work.

ADDENDUM

Method of Implementation

The main objective of the government for launching the nation-wide Community Development Program in Thailand is the uplifting of the standard of living of the rural people. The complex of processes is made up of the participation by the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative (self help and mutual help) to do this effectively. Having established many possible issues to let people participate in making progress for their own community. Unfortunately, the results have not turned out as they should; therefore, in order to achieve the goal, the following methods of implementation were suggested by the group:

1. The villagers should be made to feel very aware of the services available to them by means of frequent personal visits. The linkages recommended by the group also includes the establishment of contacts through formal and informal leaders, particularly in trying to launch the outreach campaign.
2. Set up the Model Village. It is suggested that the model village approach should be introduced more effectively, so that concrete evidence could be shown for others to follow.
3. Some sorts of incentives could also be given to the village committee through the change agent in order to inject more utility and initiative to work harder. The group also suggested that a few productive leaders could be selected for training in order to make them more effective as well as to provide model village leaders for others to follow.

GRANTS-AID VILLAGER'S CONTRIBUTION, OTHER AGENCIES CONTRIBUTION
AND FOREIGN AGENCIES CONTRIBUTION, DURING 1962 - 1972

Year	Grants-in-aid (baht)	%	Villager's contribution (baht)	%	Other agencies' contribution (baht)	%	Foreign agencies' contribution (baht)	%	Total (baht)
1962	4,503,000	31.6	5,521,512	38.6	802,563	5.6	3,465,500	24.2	14,292,575
1963	3,500,000	16.9	11,305,742	54.7	484,889	2.4	5,360,000	26.0	20,650,631
1964	7,000,000	24.6	18,079,241	63.4	1,025,087	3.6	2,403,150	8.4	28,507,478
1965	10,000,000	27.9	20,686,493	57.6	2,233,933	6.2	2,987,889	8.3	35,908,315
1966	13,929,300	34.9	20,910,878	52.4	1,528,573	3.8	3,558,100	8.9	39,926,851
1967	16,000,000	33.0	28,433,229	58.7	2,232,837	4.6	1,816,720	3.7	48,482,786
1968	17,689,000	32.1	29,484,231	54.7	4,514,681	7.5	2,583,420	5.7	54,271,332
1969	21,691,100	35.4	30,835,497	50.0	5,752,867	9.6	3,535,020	5.0	61,814,484
1970	23,660,000	42.4	20,703,213	38.4	6,075,936	11.3	4,264,620	7.9	54,703,768
1971	26,326,000	47.6	22,377,269	40.5	2,263,630	4.1	4,278,278	7.7	55,245,177
1972	26,446,000	40.8	30,100,703	46.5	4,658,158	7.2	3,592,436	5.5	64,797,297
									100

Source: Operation Division

PROBLEMS AND OBSTACLES IN THE IMPLEMENTATION
OF THE SOCIAL INSURANCE ACT

by

Suwicha Warawicirawong
Thailand

The Social Insurance Act of B.E. 2497 (A.D. 1954) was met with numerous obstacles and problems, to the extent that it was not applicable in Thailand and the Government was unable to administer the B.E. 2497 Social Insurance Act to its fullest authority due to many problems and obstacles.

Bearing in mind the facts that the 20th Century society has expanded widely in terms of its population, economic and social development, as well as the size of the town proper, the Government of each country has to take interest in the Social Security system. The result of the social growth is like a two-edged sword and it cuts when the members of the society are beginning to feel less secure economically and psychologically. The Government, in its capacity as the administrator, therefore, has to find some forms of measurement to counter the defects which are the outcome of this social growth. One of these measurements is to provide security to its society in the forms of Social Assistance, Social Insurance and Public Service. In Thailand, the Government has long been giving its services to the people in forms of Social Assistance and Public Service. As regards the Social Insurance, however, it has been given attention only recently. Social Insurance system is distinguished from Social Assistance and Public Service in the sense that the last two are the forms of assistance that the Government gives to its people free of charge, while the Social Insurance system needs cooperation from 3 sources, namely: Government, employers and employees, all of whom have to provide regularly a certain amount of money which will be paid to the members under the system when they are unemployed or in need of it.

The applicability and the effectiveness of the Social Insurance in its implementation depend upon the basic requirements in each individual country. It was indeed a praiseworthy act of the Government under the Pibulsongkram's regime to initiate the Social Insurance System in the country in the year B.E. 2497 (A.D. 1954). Unfortunately it did not work as the Government hurriedly passed the law and held it as the center of operation without taking long-term planning operations and other problems into consideration. Legal action by itself is not a magic ingredient which will make the system work as the Social Insurance system covers many other fields of activities. Furthermore, the Government at that time was in a state of political confusion and was not ready economically to adopt and apply such a system to its fullest extent. Besides, socially speaking, Thai people were only used to public services which were not in the form of Social Insurance. Therefore, it can be said that the Social Insurance Act of B.E. 2497 (A.D. 1954) was established on an unstable foundation and the environment was also not ready for its smooth operation.

What is a new constructive idea concerning the adoption of the Social Insurance system in Thailand

ADDENDUM

In order to change the attitude of the people and encourage the participation of the people in a public policy situation, the leader must keep in mind the organizational model that I would like to recommend. This model indicates that the government should drive to bolster the "driving force" to equal the "resistant force". To do so, the government can utilize the existing governmental units to be the "driving force" to change the attitude of the people. Use of mass media communication, techniques of persuasion and opinion makers should be utilized. The popular monarchy would be a means and way to make the leadership strong, motivating and unifying.

THE SAGA OF A PEOPLE WHO FOUND THEIR VOICES

by

William Allen
Trust Territory of the Pacific

ABSTRACT

At the conclusion of World War II in the Pacific, the United States required the use of an isolated area in order to test atomic weapons. Defense planners selected remote Eniwetok Atoll in the Marshall Islands, home for one hundred and forty-two islanders. Accordingly, negotiations took place which resulted in the removal and resettlement of the Eniwetokese to an even more isolated atoll, Ujelang.

This case study focuses upon the disappointing experience of the islanders in their adopted homeland, their reawakening and incessant calls for remedies and improvements, and the role of the Division of Community Development in the conception and implementation of an atoll-wide rehabilitation program.

The poignant tale describes the people's initiative and involvement, and analyzes the factors which contributed to its successful development. Clearly, the chief reasons were the people's corporate commitment, and the Division's singular command over the mobilization and delivery of the requisite human and technical resources/inputs.

I. The Setting

Located on the eastern side of the vast oceanic confines of the Trust Territory of the Pacific Islands, better known as Micronesia, is a broken chain of low-lying coral atolls and islands, called the Marshall Islands. This group covers 375,000 square miles of ocean and its 22,000 inhabitants are administered as a district subdivision of the Territorial Government, itself a United Nations Trusteeship administered by the United States (since 1947).

The case study under review here concerns the sometimes light, sometimes tragic, but always poignant story of approximately three-hundred and fifty of these inhabitants which the atomic age thrust into the limelight of history. It concerns a story of official neglect overcome by official magnanimity; public apathy overturned by public awareness; in short the successful mobilization and application of human and material resources to solve a basic problem.

Picture if you will, a war-ravaged atoll, circa 1947, and one-hundred and forty-two Marshallese souls living in a maze of sheds, shanties, and lean-tos' bastardized from plywood pieces, corrugated tin sheets, strips of "come-by" lumber, and coconut-thatching material. Picture if you will, a people struggling manfully to return to age-old ways of harvesting copra and fishing the immense lagoon and reefs, in the face of friendly American servicemen anxious to please and overly generous in distributing gratis vast and endless varieties of foodstuffs, clothing and utensils.

It is in this context that the saga of the Eniwetokese people begins. The United States, now caught in the beginning clutches of the Cold War, requires a relatively safe, distant (and underpopulated) sanctuary to further develop and refine its atomic weaponry; the Eniwetokese leaders wish a pleasant, undisturbed environment to just carry on life. Thus, U.S. officials negotiated with the Eniwetokese for "indefinite use" and occupation of their atoll in exchange for which the inhabitants would be resettled in another area of the Marshalls District with

presumably greater economic potential. Since it is basically antithetical to Marshallese culture to directly refuse a request by strangers, the leaders acceded to the U.S. negotiators.

Hence, at the end of 1947, the Eniwetok people were removed en masse from their atoll and transported to another atoll two hundred miles to the southwest. Its name was Ujelang.

On December 21, 1947, one-hundred and forty-two Eniwetokese stepped ashore on the uninhabited atoll which was to be their adopted homeland. The way had been paved for them by the U.S. Navy. Individual homes and necessary public buildings had been hastily constructed from surplus wooden and metallic materials, and readied for occupancy. The bush had been stripped in many places to make way for breadfruit and pandanus plantings. More importantly, large stands of coconut trees, originally planted during German times before the turn of the century, awaited harvesting, laden with neglected fruit.

II. The Problem

Now, picture if you will, twenty years later. It is now the end of 1967. The 142 Eniwetokese have now become nearly 350 "Ujelangese," half of whom are young children. The forty-six, jerry-built plywood, tin-roofed, tar-papered homes, supplemented over the years by shanties and shacks erected from packing-crate materials, etc., and used for outdoor cook-houses, pit latrines, and copra storage sheds, have now fallen into disrepair.

More importantly, the island has not lived up to its economic expectations. Copra production has fallen off to a low of thirty tons per annum because the seventy-year-old trees are beyond maturity. Moreover, frequent storms and salt spray have withered the nuts. Arable land, limited to begin with, continues to leach away and fails to support the continued development of breadfruit and pandanus, staples of the Marshallese way of life.

The lagoon and reef areas are unable to meet the protein needs of the growing population: Eniwetok encompassed 2.67 sq. miles of dry land in its 400 sq. mile lagoon; Ujelang, on the other hand, contained 0.67 sq. miles of earth in its 25 sq. mile lagoon. In short, twice the number of people must subsist in fifteen times less lagoon/land space.

From the standpoints then of productivity and potential the differences between the two atolls are tremendous. Added to the people's indignities is a problem of a runaway rodent population. Thus, the government has to install a special rat control program to alleviate immediate miseries.

We also observe that Ujelang atoll is the most isolated of all the inhabited islands in the Marshalls District. Its 640 miles' distance from the district center makes it difficult to service by the Trust Territory field-ship system, a system which at best is unreliable.

Thus, the Ujelangese patiently wait for the sporadic arrival of a ship with foodstuffs on which they can spend their annual per capita income of \$25.00 (\$9.00 per head from copra; \$16 per head from the Trust Fund.)¹

Picture then, if you will, the economic and psychological state of the Eniwetokese people on Ujelang at this time: their attitudes towards themselves, their government, their unquenchable longing for their ancestral homeland.

In short, by 1968, the Ujelangese people had had it. Our Marshallese people are known for their even temperament and agreeability of nature. Indeed, some insensitive outsiders often characterize us as docile. Nevertheless, our people withstood an uprooting experience that would have tested the patience of Job, a Biblical patriarch with whom our fundamentally Protestant Eniwetokese could easily have identified. Now, they were no longer in the mood for greater perseverance.

¹ In 1956, the U.S. Government provided the people of Ujelang with \$25,000 cash and \$150,000 Trust Fund as compensation for "indefinite use rights" to Eniwetok Atoll.

In short, the people found their voices. They complained bitterly and openly. Later in 1968, they threatened to conduct a "sail-in" to the district center of Majuro, in protest of their lot. Indeed, at one point, some Eniwetokese "occupied" an administrative field ship and intended to hold two high governmental officials as "hostages" until the Trust Territory would agree to remove forthwith the population back to Eniwetok. Fortunately, good sense prevailed and the island's elected officials cooled passions and resumed control.

It was, then, in this context that the Community Development Division, which I have the pleasure of directing, was instructed to bring all resources to bear on alleviating the plight of and assisting in the rehabilitation of the Ujelang Atoll.

Before discussing the rehabilitation program, it would be instructive to note that the greatest instrument in the rehabilitation of the atoll has been the people themselves. In addition, it would be an oversimplification to characterize the territorial administration as indifferent and willfully negligent during the period 1947-1967. One should recall that the 2,100 islands of the 3,000,000 sq. mile territory were administered with a shoestring budget of seven million dollars until the early nineteen sixties. It would be more accurate to conclude that by 1968/69, the territorial budget and resources had reached the state where the influence of those funds could be extended to remote outer islands. The problem then was one of integrating and bringing these resources to bear in a particular situation. Interestingly, Ujelang became that significant case in which this problem-solving technique could be first tested on a meaningful scale.

III. The Rehabilitation

The Trust Territory Community Development Division was established more than ten years ago by the headquarters administration to assist urban and rural communities to become more self-reliant and self-sufficient as well to increase local capabilities. It was provided with a small fund entitled grant-in-aid to use as a tool to develop and to gradually modernize Micronesian society through self-help efforts.

By 1969, the division, a functional unit within the cabinet-level Development of Public Affairs, had evolved into a mini-department of social services, if you will, with a technical bias (grant-in-aid was and still is a construction-oriented program dependent upon donated, communal labor). This resulted from the 1968 advent in the territory of a range of extra, federally funded programs² such as the U.S. Peace Corps, the U.S. Office of Economic Opportunity's anti-poverty Community Action Program, the U.S. Department of Labor's job-training for youth, etc.

I mention this organizational detail because the above fact helps to account for the division's ability to successfully grapple with the Ujelang rehabilitation program. In other words, the single most important fact to emerge from our experience in Ujelang was that for a particular and isolated rehabilitation scheme to be successfully developed and implemented, it is vital to assign overall responsibility to a sole, organizational unit. Moreover, it is equally important to give that unit command over all resources and inputs so that the effort is properly integrated and coordinated, undiminished and unhampered in any way by competing and duplicating activities of other departments and agencies.

It would be ideal to report that we carried this out in the above fashion by careful prior planning and design. Nonsense! It just happened that way because the division at that time commanded, by a combination of circumstances and internal evolution, appropriate resources and inputs in order to orchestrate the rehabilitation of the island. And even that could not have been successful had not the community been at the psychological stage where it was willing to make a total communal effort on its own behalf.

² That is, non-Trust Territory budgeted activities made available to Micronesia through special U.S. federal legislation. By 1973, these "outside funds" amounted to \$7,000,000 annually, equivalent to 12% of regular T.T. budget.

Let us briefly look at the various steps in the rehabilitation of the island; at the same time, we shall be mindful of the division's good fortune in possessing funded activities to provide a response to human needs:

1. In January 1969, Community Development provided an emergency grant-in-aid of \$5,000 to purchase food supplies as an interim, immediate measure and gesture of concern. GIA had not previously been used for this purpose.

2. Also in January, I participated in a Community Development sponsored inter-agency meeting in Majuro, the district center, to assess the problem and to recommend courses of action. Community Development called Peace Corps and OEO officials into these session (our organizational function included coordinative responsibility for these agencies). We strongly urged that Ujelangese officials be invited to headquarters to articulate problems and concerns.

3. In February 1969, Community Development paid transportation and per diem cost of three Ujelang officials to visit Saipan (headquarters) some 1400 miles from Majuro to discuss problems as well as to present case to High Commissioner and staff. The meeting revealed that:

- A. Eniwetokese desired an immediate return to Eniwetok;
- B. Demanded a renegotiation of the Trust Fund award if return not feasible;
- C. Wished employment rights on Eniwetok if the U.S. continued to maintain a work force there; and
- D. Access to surplus buildings, materials, etc., on Eniwetok for use in the rehabilitation of Ujelang.

4. In March 1969, the division was officially assigned responsibility for coordinating a rehabilitation effort on Ujelang. It also acted as headquarter "lobby" for Eniwetokese.

- A. On March 19, 1969, \$35,000 in grant-in-aid funds granted to Ujelang for the construction of a rat-proof, copra-storage warehouse.
- B. In April 1969, because of the intercession of Trust Territory officials at high levels in Washington, the U.S. Air Force announced the award of an additional \$1,020,000 in Trust Funds to the people of Ujelang as "ex-gratia" payment for the continued U.S. use of Eniwetok atoll.³
- C. In April 1969, Community Development provided Ujelang with ten job-training positions for youth in a warehouse construction program. Funds were available through U.S. Department of Labor grant to Community Development Division.
- D. By July 1969, after previous budget preparation and testimony by Community Development, \$80,000 in territorial rehabilitation funds given for purchase of construction materials. Community Development, Marshalls, assigned responsibility to design buildings and to coordinate construction. Additional Peace Corps Volunteer engineer, construction supervisor, and architect shifted at Community Development request to Marshalls from Community Development branch offices in other districts.
- E. By December 1969, Community Development assists Marshalls Community Action Agency to apply for \$11,600 grant-in-aid to provide additional local workmen/trainees, with tools, to learn construction skills in rehabilitation program. Small grant also provided (\$2,000) for construction of traditional sailing canoes for longer-range fishing expeditions.

³ This implied that an early return to Eniwetok was not feasible. Thus, added impetus and emphasis was given to rehabilitation of Ujelang in order to make it more livable.

- F. By February 1970, Community Development sponsors second visit of Ujelang officials to Saipan to report on program. At this point, leaders ask that all funds be committed to purchase of materials, so that community can donate its labor free in the reconstruction of the island. More importantly, territorial government is successful in securing permission for a surveying party of Ujelangese to visit Eniwetok to scrounge for surplus material.
- G. In March 1970, Community Development utilizes grant-in-aid system to secure and administer \$5,000 for erection of village dispensary.

At this point in time, the entire rehabilitation effort shifts squarely upon the able shoulders of the Eniwetokese since all funding, training, and technical inputs have been provided and emplaced. It results in the Eniwetokese taking pride in their accomplishments and becoming more strident and confident in themselves. They work, they build, they push for a re-visit to Eniwetok, never losing sight of the ultimate goal of return to the homeland.⁴ They were further spurred during 1969 by the announcement that their fellow exiles, the people of Bikini, are to be returned to their homeland.

Finally, after relentless pressure and demands of the Ujelangese, whose plight has now been picked-up by the fledgling Micronesian press and legal aid program and, efforts in Washington by the territorial administration, the U.S. Air Force tersely announces (April 19, 1972) that the atoll is to be released and returned to the Trust Territory Administration.

The Eniwetok saga has not ended yet. The drama is still being played out in a series of legal maneuvers affecting the "clean-up" and rehabilitation of Eniwetok Atoll for human habitation. I've no doubt that the advantages now lie with the Eniwetok people, a fully-awakened group bursting with self-confidence and joy over the eventual return to their homeland.

It was a sheer pleasure to have had a part in seeing this small group organize themselves over the past few years in their own self-interests. It was also fortunate that the division was able to marshal the resources which not only made life more livable on Ujelang, but became a means by which the people pulled themselves together.

I am convinced, then, that a more fragmented rehabilitation effort on the part of the government, affected by traditional inter-department rivalries and duplications of activities, would have demoralized the fine people Ujelang. Our lesson is that an effort of this kind must be coordinated and commanded by a single unit. Preferably, of course, designed and planned-out... not achieved by a mere happy blend of circumstances!

⁴The rehabilitation program resulted in the construction of eighty private dwellings, water catchments, a five-room school, dispensary, warehouse, community meeting hall, even a church!

ADDENDUM

In the process of reviewing the important points and what has been learned during the workshop, as they relate to the case study, it was felt that since the case study focuses on the displacement experienced by the residents, and necessity for improvements to their adopted land, there was room for improvements. Accordingly, linkages and effective coordination should have been established and reinforced by myself:

1. Formation or establishment of an overall committee to foresee and evaluate the problems affecting the community. The function of the overall committee would also include coordination between the concerned agencies at the departmental level as well as at the community level in order that the rehabilitation of the community be implemented in a more socially acceptable and economical way.

2. Establishment of informal as well as formal contacts at a district level and local level of the government in order to formulate understanding of the rehabilitation objectives and satisfaction toward social and economic development of the community.

It was also felt that since the Department of Defense was directly involved in the the displacement of the islanders, financial assistance should also be sought from them for the rehabilitation of the community.

PUBLIC LEADERSHIP

by

Mayor Johnny Ford
Alabama

DISCUSSION SUMMARY

In 1964, Johnny Ford left the South as many young Blacks did to go to the North to find new horizons, and to develop his skills and talents. In 1969, after a variety of experiences in New York City, he returned to his city to serve as a Model Cities Director, charged with the responsibility of developing a comprehensive physical, social and economic program to solve the problems of the City of Tuskegee.

Ford was elected Mayor of the City of Tuskegee in September 1972, and set out to carry out the strategies which had been developed under the Model Cities Program back in 1969. The basic objective of the Ford Administration is to provide additional jobs and employment for low income residents in the city by increasing the economic development activity in Tuskegee.

The first strategy is designed to increase industrial expansion. With cooperation from the Governor's Staff, Tuskegee has been successful in landing two major industries: a hydroponics and an aircraft industry, which have the potential of creating 2,000 to 3,000 jobs for local residents. Additional jobs have also been increased by commercial expansion, which includes three shopping complexes and additional businesses sponsored by minority entrepreneurs. The commercial expansion also does much to increase the capital flow and retail sales in the City of Tuskegee.

The City is also progressively seeking a tourism program, which would also attract some 50,000 to 60,000 tourists to the city who, of course, spend money. There is a bill to designate Tuskegee Institute, a famous Black college, as a national historical site. As well, the first Black-owned and managed Holiday Inn in the world has been opened in Tuskegee. A municipal airport is under construction, as is the development of an 81-acre man-made lake for outdoor recreation. Also being developed is a cultural program spotlighting the Black culture, the White culture, and the Indian culture of the Old South, which are all key to this tourist program.

Mayor Ford's basic strategy is to develop the City of Tuskegee through the progressive management of City Government. The city has a Community Development Agency, which has the capacity to assess the over-all needs of the community and through local agencies and departments develop programs to solve these various needs.

Mayor Ford is also involved, through his administration, in an effort to bring about attitudinal change which is designed to bring the Black and White community together in a harmonious effort to work toward the common development of the City of Tuskegee.

In conclusion, the mayor feels that the South is the New Frontier in America, and that economic and commercial development will be paramount in the Southern Region of America.

Mr. Chairman, Fellow Students, Ladies and Gentlemen, I bring you greetings from Tuskegee, Alabama, "The Pride of the Swift-Growing South," the city where we consider ourselves a community of love and peace and justice, and it is with this spirit that I address you today.

I grew up in Tuskegee, like many poor Black lads in the South, with the illusion that everything was "pie in the sky" in the North and Eastern sections of the United States. I graduated from high school in 1960, and I didn't accept a scholarship to go to Knoxville College in Tennessee because I felt that was up North ... one state up. I graduated from Knoxville College in 1966. The first thing my roommate and I did was to buy an old ragged car, and headed for New York The car broke down We sold the car and bought two Greyhound bus tickets, but we got to New York. This was the trend. Thousands of young Black people migrate from the rurals of the South to go North looking for jobs and a better way of life. I worked in New York for several years, in Bedford Stuyvesant, South Bronx, the largest Spanish speaking population in the world, and later in the Wall Street section of New York. My experiences were varied, and I learned them well. I finally returned to Tuskegee in 1969 as the Model Cities Director of my city. Following two years in that position, I resigned in order to join a Model Cities consultant firm which served sixteen (16) city governments throughout the South and this gave me experience with the management of various municipal governments. In 1971, I joined the United States Government in an effort to learn about the Federal Bureaucracy, how it works, how to attain resources, etc.

Now, I served in the position of State Supervisor for approximately a year or so. But, I ultimately made the very difficult decision to resign from the Department of Justice and return to my home town, Tuskegee, Alabama, to run for mayor of that city. It was a decision that I made in April of 1972, after many citizens in my city requested that I do so. But these are the kinds of decisions that you have to make. You have to make a decision about what it is you want to do with your life, and where you think you can make the best contribution. I had had an experience in the private sector in philanthropic work. I had had an experience as a private consultant to cities. I had had an experience in the government with the Department of Justice, and now I wanted to get into the local political arena, which I contend is perhaps one of the most viable ways that Black people will be liberated. I say that because political power leads to economic power, and economic power opens the door to this society. That's what freedom is all about.

But, let me begin now by telling you the Tuskegee Political-Economic Story. It is the basic strategy of our administration to economically develop our city through efficient, aggressive management of the power of politics. Now, in the City of Tuskegee, we are a city of approximately 12,000 people. We are located in Central Alabama, about 40 miles from Montgomery, Alabama, the former Heart of the Confederacy, and the State Capitol and State Government; and, of course, we are about 110 miles from Atlanta.

We do have a serious economic problem in our city. I say that because we have an unemployment rate of 9.2%....Many of our people are under-employed, as well as unemployed --- hanging out on the corners because they don't have any work to do --- in the poolrooms, committing crime because they don't have a job --- the unskilled, untrained man is kind of lost in Tuskegee, as in many other cities in America. Fortunately, we have in our city, Tuskegee Institute and the Tuskegee Veterans Administration Hospital. The combination of these two institutions creates an annual budget of approximately 28 million dollars a year, of which 70% are salaries, which, of course, makes a great contribution to the economic life in our city. But, we don't have any industry of any size. We have one garment industry which employs about 200 people. Other than that, we have very small industries, mostly small merchants. Our downtown business district is rather depressing. Of course, this goes back to the famous 1955 boycott in Tuskegee, the gerrymandering case where the Whites redrew the city lines in order to put the Blacks out of the city limits so that they would not be eligible to vote. Of course, the Federal Supreme Court ruled that unconstitutional, and as a result of that decision a great victory was won. But, during those days the Blacks, when they were put out of the city limits, chose to boycott the downtown area. So, as a result of that, many of the Whites had to close down, and the quality of goods certainly dropped, and most Black people began to shop elsewhere, and many of them still have

not begun to shop downtown again, even though there are many Blacks in business downtown now. Our economic picture is also hampered by the fact that our city has grown over the last decade from approximately 4,000 to 10,000 because of urban-rural migration. This is attributed basically to the decline in Agriculture, and also to the mechanization of Agriculture, and many farmers are leaving the farms and coming to the City of Tuskegee. Back in 1968, the City of Tuskegee was designated by HUD as a Model City. This has meant an awful lot to our city. Our city was one of 150 cities in this country designated as Model Cities. Our city received a \$77,000 planning grant, which was for the purpose of hiring a planning and development staff which could assess the needs in the community for one year, and come up with a comprehensive program to solve those problems. We did that back in 1969 and '70, and developed the first year Model Cities Comprehensive Plan for \$1,766,000.00. Many of the things we talked about, which I will share with you later on in my speech, many people thought we were young dreamers when we were talking about airports, industrial parks and things of this nature. But, many of those things, and it really makes my heart feel good to actually see the plans that we made for our City three or four years ago now become a reality. But, the whole Model Cities concept was for the government to share revenue so that our local government could assess its needs and develop model programs to meet those needs, and in that process we identified as our number one priority through Model Cities the lack of economic development in our community. So, therefore, our approach was to establish an economic development office, a department of city government, which would have the overall responsibility for assessing our economic needs, and developing programs to meet those needs. It is staffed by the Economic Development Director, and he also has working with him a Manpower Development Specialist. That office has the overall responsibility for solving Tuskegee's problems in this area. It is approaching this goal through the following strategies: #1 - Industrial Development. As mayor, in conjunction with the Economic Development Office, I have undertaken a national public relations campaign to change the image of Tuskegee. The City of Tuskegee for so long has been labeled as a city that did not want industry. When the Whites were in control, and no reflection, bless their hearts, they did not want the city to grow. They did not want industry to locate because that would create jobs for Blacks, and therefore take those Black folks out of those White folks kitchens, and off of those farms. And, they just didn't want to see that happen. Like, Man, they wouldn't even let the railroad come to town. The closest they let the railroad come to town was five miles away --- out at Chehaw. But, that image must change. So, therefore, we have undertaken a PR campaign to sell our City, and to show industrial America what we have. And, we do have an awful lot to offer industry in our city. We have over 2,500 acres of land, including a recently purchased industrial park of 100 acres, which has water, sewage; it has been graded, and it is available for industrial site location. We also have a lucrative labor force, which is trainable. We have excellent access to I-85 and interstate transportation system. We have two railroads which go through our county. We have plenty of water, electricity, and sewage disposal facilities. We have just completed a three million dollar water and sewage program. Four or five years ago we could not sustain heavy industry because we didn't have any water. At that time, we were getting water from a small creek -- Uphabee Creek. But now, through our federally funded water-sewer project, we have built a million dollar filtration plant on the Tallapoosa River -- 14 miles away from the City of Tuskegee, and we now have the capacity of pumping 8 million gallons a day, thereby providing an inexhaustible water supply for industrial, as well as for community use. As well, our city has a tranquil community atmosphere. We strive to be a city of peace, and harmony. As mayor, I sometime find myself personally ameliorating differences between Blacks and Whites, especially in the business community. So, our city has an awful lot to offer the industry, and we are getting that message told through the national media and through very attractive brochures we have developed. We also are encouraging our people to serve as ambassadors for the City of Tuskegee as they go across the country to their conventions and their workshops to "Tell the Tuskegee Story" --- and to invite industry to come and take a look at us. So, that's the first part of our strategy, to attract industry and to go out on our own to get industry.

Our second strategy has been to work very closely with the Alabama Development Office, which has within it the Industrial Relations Division. The Alabama Development Office is located in the Executive Office of the Governor. This office is accountable for coordinating all resources which come into the State of Alabama. This office determines where 85% of the industry locating in the State of Alabama will locate.

Gentlemen, and Ladies, it is very simple. Politics is the name of the game. When I became Mayor of the City of Tuskegee, I became the Mayor. You know, everybody considers me the Black Mayor, which is fine. I'm proud of that. Besides, it's fashionable to be Black nowadays. But, like Man, I'm the Mayor, you understand? George Wallace is the Governor. Richard Nixon is the President. Now, in order for the Mayor to deliver, his office must develop a rapport with those higher offices which control resources in this country and those coming into the State of Alabama. That's why I don't run a Black city. We have a city. That's politics --- and that's business. That is why a month after I was elected mayor, I had a conference with Governor Wallace, and we sat down and we talked politics. He wants to be governor again of the State of Alabama in the next couple of years. I don't have no problem with that. I don't have any problem with that at all. O.K.? Unless a brother decides to run. But, as a result of that particular conference, the rapport with the Governor's Office, State Agencies -- we now have few problems. The law enforcement agency was taking my grants. The Governor picked up the phone, and you know, the law enforcement grants got off the table. Right? Let's face it. You talk about economic power for your people. You've got to have some political power. C'mon now. You asked me to talk about politics and government.

Now, let me share with you the results we are having. The ground work is now paying off. About six months ago, Governor Wallace and Mr. N. Thirion, President of his company, and the Mayor of the City of Tuskegee, announced the location of a 4.7 million dollar industry, Gourmet Foods, Inc., which is now locating in the City of Tuskegee. This Gourmet Foods, is a company which grows vegetables and fruits by controlled heated greenhouses --- the science of hydroponics. This plant will employ initially 200 people, with a long range goal of employment of 2500 people. Like, Man, this is political-economic development for my people. We will locate the plant on 50 acres of our industrial land, which is available. The plant is also purchasing an additional 500 acres from the city, which they will utilize for farming and cattle development. We have already selected that site. Sometimes when I want to go on an ego trip, I ride out to the Old Air Base, and I look across the horizon, and as far as the eyes can see, the City of Tuskegee owns that land. The people of Tuskegee own that land. It gives you a good feeling when your own people own something. Man --- Black people especially must begin to own and control a piece of this country. That's power.

Lake Manufacturing Company, an existing plant, which employs presently 50 people, will break ground in the near future for a new facility. They are going to build a 32,000 square foot building, and they will employ an additional 150 people. When I was campaigning, I promised if I was elected I would let them expand into our industrial park, and they will be the first.

Three months ago Governor Wallace, along with myself and other officials from my city, announced the location of a \$.8 million aircraft company in Tuskegee --- Aircraft Conversion, Inc. will convert DC-3 planes of World War II into modern 30-passenger commuter planes. They will employ initially 335, with a long range of 500. Incidentally, we have one other prospect --- a plastics factory which we are working now with SBA to cause them to support a \$350,000 loan. I met with SBA on it, along with my economic development specialist and the President of the Company recently. They came to an understanding. We are going to get the bank to loan and SBA to guarantee 90% of the loan, and of course, the local capital will come from local folk who are interested in entrepreneurship. Incidentally, let me explain to you how we are using another SBA program. We have organized a local development corporation which is working on a brick factory. This program allows a group of local people to pool their resources and match federal resources.

Our administration has created an Industrial Development Board. That Board is incorporated by the State of Alabama, and under the Wallace-Cater Act, which authorizes an incorporated industrial development board to float bonds for industrial purposes.... The Gourmet industry's 4.7 million dollar bond issue will be floated. Through other smaller industries which have already developed we have created 651 jobs thus far this year.

Strategy Number Two in our economic development plan in commercial development. The City of Tuskegee, over the last few years, has been losing approximately 9 million dollars a year because people go elsewhere to shop --- in Montgomery, Birmingham, Atlanta, and other attractive

places. I alluded to the reasons for this earlier. I personally organized a Chamber of Commerce about a year and a half ago for the purpose of getting first of all the business community to work together, both Blacks and Whites. Also, it was my political base. Nobody realized it at that time. Sometime ago, many years ago, they organized an All-Black Chamber of Commerce. That didn't work. Then they organized an All-White Chamber of Commerce. That didn't work. So, this time, it was my concept that we organize a Chamber of Commerce for all business people, Black or White. So, the Chamber of Commerce does several things. #1 - it keeps money in the community, as well as it bridges the gap between people who are in business, and the Chamber of Commerce now has about 80 professional and business people as members. Over the last four years, we have had approximately eight million dollars worth of construction in our community. Public housing alone has increased from 150 units to 550 units. Unfortunately, though, most the contracts have gone to outside builders and contractors, contractors from South Carolina and Mississippi, who come in and get the big construction jobs, and bring their own people, and as a matter of fact, don't even employ local contractors. So, the local builders were really catching it. So, therefore, I organized a Home Builders Association about a year or so ago --- also a political base, which consists of all of the local builders and people who are in the building trade --- mostly Black builders. The purpose of this organization is to #1 develop an organized strategy to seize control of the construction industry; secondly, to eventually develop one super company which would be eligible to obtain bonding, and to perform on some of these large contracts, as well as #3 to strengthen the capacity of the individual local builders through technical assistance. As a result of this effort, local builders on our last 80 unit project, a million dollar project, will receive approximately one-third of the sub-contract work. This project will be completed by December 1974. About a year ago when I was inside of the Federal Government, I caused Tuskegee Institute to receive from OMBE a \$200,000 grant for the purpose of providing local management and technical assistance to local business people. That's the name of the game. Tuskegee Institute has created a business development center, which is designed to help our people set up accounting system, do marketing, cost projects --- in other words, the assistance that Black folks need to keep from going out of business. The State Office of Minority Business Enterprise representative and I have scheduled a series of meetings with the two local banks in an effort to cause the banks to become more responsive to the Minority community. And, of course, we have some leverage because the city has an awful lot of federal programs, monies that are placed in the two local banks. Needless to say, the City of Tuskegee is 80% Black. Yet, 70% of the resources are still controlled by the White Community. So, we are in the process of trying to equalize this capitalistic situation. You know, a lot of people go around this country talking about, and intellectualizing on the problems of Black people. That's nonsense. It's very simple. We got plenty religion. We got plenty soul. We got plenty rhythm. What we need now is money and resources, and jobs. So, our administration is involved in an organized effort to cause the financial institutions in our city to become more responsive to minority needs. As well, I have undertaken a program in City Hall to personally commend new people who go into business. Several months ago, the mayor cut the ribbon on a million dollar shopping center in the downtown area which has nationally named stores, such as Sears and Winn Dixie. I have personally intervened the Office of Mayor to encourage a major supermarket to build a brand new shopping complex in the downtown area, which will be completed by the end of this year. The Government has also rezoned land and given the go-ahead to a \$1.5 million shopping mall. As well, I am personally commending those stores who beautify the fronts of their stores, as well as give courteous service to all of the consumers. We have on the drawing board plans for urban development of our City for clearance of the downtown area, in addition to our existing neighborhood clearance development program.

The third area in our Governmental strategy for economic development is tourism. Tourism is Alabama's third largest industry, second only to manufacturing and agriculture. Tourism is big business. You never realize that Alabama had such a tremendous tourist trade. We are very elated over the fact that Congress is now considering designating Tuskegee Institute as a national historical site next month --- for Black education and accomplishments in this country, spotlighting the great efforts and contributions made by Booker T. Washington, the founder of Tuskegee Institute, and George Washington Carver, the famous Black scientist who made such great contributions to mankind with his many creations with the peanut and the potato. But, this will certainly cause approximately 50,000 people to come and visit our City from across the country --- because of Tuskegee being a national historical site, and to spend their money.

We propose that resources will be provided to restore the old, 90-year old buildings on campus and also to spotlight Black culture from slavery up to the present day, as well as the old antebellum culture of the White community, spotlighting the old mansions built back before the Civil War. We have in our City the Lightfoot mansion (1857), which was filmed in the movie, "Gone With the Wind." As well, we have a rich Indian history. Tuskegee was a Creek Nation at one point, and we also propose to spotlight the Indian heritage. We are about the business of attracting people to the city because they spend money, they buy gas, they need lodging, etc. We have located right in the heart of Tuskegee, Lake Tuskegee, an 8-acre man-made lake, which we propose to develop for fishing, boating, water skiing. Around it, we propose to pave and light areas, as well as develop a 9-hole golf course, and acquire land between the lake and the Tuskegee National Forest. We are located adjacent to the Tuskegee National Forest, and the State Park Chewacla. So, we propose to promote and commercialize our national resources that we have. Our administration is throwing its full support behind the first Black-owned and managed Holiday Inn in this country. It is located in Tuskegee I-85, and is open and doing well. This will provide us with much needed lodging, and we are encouraging all of our organizations to invite their conventions and their meetings to be held in the future in the City of Tuskegee. We knew that Holiday Inn, once they were successful, Howard Johnson follows, and we have initiated negotiations with them already.

We have under construction a million dollar municipal airport, which will provide us with the air transportation we need for our community. We will have a 6,000 foot lighted runway.

Another area which City Government is throwing its full support behind is sports. That's big business. Bear Bryant, at the University of Alabama and their football game, raised most of the money that supports the University of Alabama through their sports program. So, City Government is throwing full support behind the sports program and activities at Tuskegee Institute. We want to see Tuskegee Institute on national television in some bowl games. We are going to support the school in providing seats for people to sit down in the stadiums. As Mayor, I personally travel with the teams in many cases, and wish them well before they go into battle. But, the whole area of sports and recreation is an area that we are promoting because that eventually leads to additional capital and activities. We are finalizing the plans for a municipal complex for revenue-generating activities. I guess you are beginning to say I don't do anything unless I see money. Well, you are just right. Money makes people happy, and when my people are happy, I am happy.

Sixth---the area of beautification is of keen essence to this administration, and we are trying to make our city an attractive place for people to come. We are undertaking programs to plant flowers and shrubs. We have applied for the coveted award, an All-American City, which, if we are selected, will make us the first majority Black, small city in the country to ever receive this particular award. But, hopefully by making the city attractive and beautiful, it will cause people to come and visit, browse, and spend money in that process.

The final strategy in this economic plan is manpower development. This administration is working through the Superintendent of Education, Mr. Ulysses Byas and the Board of Education. We fund the Macon County Board of Educational Development Center, causing the educational system to obtain additional vocational and technical training programs to train those students who do not want to go to college so that they will have some skills when they graduate from high school and be able to go to work, and to get some type of meaningful job. Secondly, we have in our city Southern Vocational College, which the city supports, and will continue to support in its program. This is a vocational college which has the capacity to train people for the industrial jobs that are coming into the city. The manpower planner is responsible for developing the manpower and training our people so that when the industry is built the people are ready and prepared to go to work. So, we are supporting, not only Southern Vocational College, but Tuskegee Institute, which has a long history of technical training in this regard. This concept goes back to Booker T. Washington, who believed in training skilled hands and the mind for constructive work.

We have a State Employment Office, which is responsive to City Government and serves as our manpower development system. The State Employment Service is responsible for recruiting, testing, screening, and referring people to all of the agencies in our community, as well as new industry, and for the construction jobs. This mechanism, the State Employment, and the City's Manpower Specialist work together in developing affirmative action programs, not only for local public agencies, but for the private sector as well. We have a concept that local people receive preferential treatment regarding all jobs created in the community of Tuskegee.

This is the economic plan for the City of Tuskegee. Through industrial development, commercial development, tourism and manpower development, we are trying to solve the economic problem in our community.

The final comment that we are involved in the City of Tuskegee, is an attitudinal change. We consider ourselves as a City of Brotherhood. Like, Man, in our city everybody is equal. Black folks ain't no better than White folks, and White folks sure ain't no better than Black folks. We are equal. We are all God's children. And, as mayor, I try to set that example. To treat everybody fairly and equal, because it's right, and because it's good business.

And, let me just close ^{now} by taking this opportunity -- to say that I am convinced that the South is the new frontier in America. I am convinced that the South is the new frontier, and shall rise again, and this time when she rises, we will arise as a sleeping giant, both Black and White, rich and poor, young and old, who have been interwoven by the fabrics of economic progress and prosperity. So, the message that I give the people across America is that the South is where it is going to be happening over the next few years. And, to our young people, we want them to stay home. And, one of the reasons why it's going to be a better place to live is because of the political and economic opportunities that are being created.

Again, I say political and economic power go hand in hand. The reason we are able to move Tuskegee is because we control the political strings in our community. I say to my people Stop giving away your vote! This is serious business!! Especially those of you have a responsibility to do something for Black people. When the sanitation workers get off work on Friday evening, like Man, they want their checks. I don't have time to scratch my head and say, "Ah, Ah, Ah." My people elected me to do a job, not just because I am Black and proud, but because I promised to produce.

As minority people, we must begin to think our way through, in respect to politics -- we must analyze the situation, find minorities who the total community can support and elect them. If a brother can't win, take the best White candidate who has the best chance to win, support him, but be sure you can get some commitment. Don't never vote for anybody for nothing! It's all business.

As black leaders in American, we have a job to do, and that job is to feed our people and help them to become self-supporting.

A lot of people in this country differ with my pragmatic philosophy. I don't try to please everybody, I don't have time to; I've got a job to do, and I know that by being in the deep South there are maybe some difficult and dangerous days ahead. But, I am not worried about that now, because you see, I've been to the mountain top, and ain't nobody going to stop me from serving my people, and even if I must give my life standing up for my principles and doing God's will by serving the people of my City, then let it be, for no price is too great for the people of Tuskegee.

SALVATION ARMY MEN'S SOCIAL SERVICE'S CENTER

BY

Arthur Johnstone
United States

SUMMARY

This brief paper attempts to describe the methods by which a private agency created community-wide involvement, cooperation and funding for a human services project in Honolulu.

Simply stated, the goal was to identify and analyze a major problem created by an urban renewal project, reduce it to its several components which could be stated as 'problems', identify and involve those persons and agencies within the community which could influence it, relate the commonality of needs and goals, assign influential leaders to each 'problem solving committee', then carefully monitor the action of each committee.

The value of this technique was demonstrated by its effectiveness in solving both human issues (development of program goals and concepts) and financial issues (how to fund a capital project and secure long-term program funding).

For more than 35 years The Salvation Army, a religious and charitable organization in Hawaii, had provided a facility for housing, feeding and providing limited vocational rehabilitation services for homeless men. Most of the clients served by this program were suffering from alcoholism and/or other social handicaps which necessitated their care in a controlled living situation.

The physical facility in which these services were provided was located in the heart of a blighted downtown area which was designated for urban renewal. The schedule for the execution of the renewal project was indeterminate, but anticipated to be well in the future due to the limitation of federal funds.

Without warning the redevelopment schedule was accelerated and The Salvation Army was advised that within 18 months the site was to be vacated. A nominal condemnation value of \$250,000 was placed on the site, representing what the U.S. Government was willing to pay without litigation. As the Director of this program for The Salvation Army I was assigned responsibility for developing a plan for relocation and for other appropriate response to the problems created by this condemnation. The nature of the problems, the varieties of public and private agencies involved and the necessity of maintaining effective relationships with each presented me with a problem of determining what "appropriate" action was. I concluded that my best course was to create a total community effort and I therefore invited several knowledgeable and influential persons to assist me in ascertaining the nature and scope of problems which would be related to the relocation and the varieties of solutions available to us. My advisors represented the cross section of the public with which we worked and whom we wished to influence: social services, government, labor, religion, health, criminal justice, and education.

The first task of this committee was to break down the major issue (relocation) into a number of minor issues which could be conceived of as "problem statements". Each could then be simply stated and defined and appropriate personnel and resources assigned to develop solutions or optional courses of action. In each instance I attempted to involve as 'problem solvers' those persons or agencies which were part of the original problem (for instance, a representative of the City Planning Department was made a member of the site selection committee.)

For purposes of clarity and succinctness I've set forth in the following pages several problems which were confronted by the advisory group, the action plan and the personnel involved in the action. The major problems which the committee identified were:

1. Determine scope of community social service needs which were relevant to the Social Services Programs of The Salvation Army.
2. Secure a suitable relocation site.
3. Develop a financial plan for acquisition and capital improvements of the site.
4. Develop a plan for optimal utilization of site selected, including, if necessary, the appropriate renovation of existing buildings.
5. Develop a plan for funding the previous services plus any additional services which might be recommended by the "community needs" committee.
6. Sell The Salvation Army leadership at Corporation Board level of the efficacy of expanded program and funding plans.

Following is a review of these problems, the community forces employed in resolving them and the recommendations and actions taken.

I. PROBLEM - DETERMINE SCOPE OF COMMUNITY SOCIAL SERVICE NEEDS WHICH WERE RELEVANT TO THE SOCIAL SERVICE PROGRAMS OF S.A.

PARTICIPANTS - Salvation Army, County Director Public Welfare, staff health and community welfare council, Dept. of Health Mental Health Division, Division of Vocational Rehabilitation.

These persons were selected because their interests, skills and community knowledge and influence enabled them to quickly identify services which S.A. might incorporate in new programs development.

RECOMMENDATIONS AND ACTION - Continue existing services to male alcoholics, extend comparable services to females and older adolescents, provide medically oriented alcohol detoxification services, expand residential services to include educable and trainable mentally retarded, develop skill-training potential by enlisting support of DVR with technical assistance, referrals and funding and staffing.

The committee further recommended that the population served be increased from 30 (then current) to a minimum of 100, reflecting identified needs and projected future needs; medical services should be added to include a part-time physician, full-time nurse and better utilization of available community out-patient health services.

II. PROBLEM - SECURE A SUITABLE RELOCATION SITE

PARTICIPANTS - Salvation Army, Staff Honolulu Redevelopment Agency, Real Estate Broker, Real Estate A. raiser, tax attorney, City and County Bldg. Dept., Downtown Improvement Association, Legal Aid.

These persons were selected to cope with several aspects of the site selection: cost of available properties, feasibility of renovating sites with existing buildings, legality of mixed occupancies of proposed programs (housing, material renovation, manufacturing, etc.) meeting of legal standards of health, fire, safety, zoning, etc., accessibility of proposed site to potential clients as well as traffic patterns for vehicular access for distribution of merchandise.

RECOMMENDATIONS AND ACTION - Several major sites were selected for serious study, all of which required greater funds than available and major compromises in convenience, location, esthetic quality, etc. The extremely high cost and limited availability of downtown land caused the committee to concentrate its study to two sites for which relatively long-term negotiations seemed possible and where no immediate funds were required. Finally the committee recommended the purchase of a 3-story concrete bakery

building owned by a major national firm which would enjoy a considerable tax advantage by writing off a portion of the sale price as a charitable donation.

- III. PROBLEM - DEVELOP A FINANCIAL PLAN FOR ACQUISITION AND CAPITAL IMPROVEMENTS OF THE STATE
PARTICIPANTS - Salvation Army, banker, attorney, real estate broker, DVR, Honolulu Redevelopment Agency.

RECOMMENDATIONS AND ACTION - It was recommended that a legal action be initiated against the City of Honolulu to: 1) Delay their action to acquire property; and 2) Challenge the condemnation appraisal offering of \$250,000 by the Redevelopment Agency. Both actions were successfully undertaken resulting in an additional 18 month delay of relocation timing and an additional \$85,000 added to condemnation price. Concurrently the committee was successful in making alternative funding arrangements for approximately \$700,000, securing local funds at prime interest rate and securing a suitable tenant willing to lease an unneeded portion of the proposed site for five years while additional internal revenue resources could be developed.

- IV. PROBLEM - DEVELOP A PLAN FOR OPTIMAL UTILIZATION OF SITE SELECTED, INCLUDING, IF NECESSARY, THE APPROPRIATE RENOVATION OF EXISTING BUILDINGS.

PARTICIPANTS - Salvation Army, labor union, Hawaii Employer's Council, banker, architect, County Building Department.

RECOMMENDATION AND ACTION - With 'form following function' this committee took program plans and adapted usable space according to service needs. In order to save 15% of add-on general contractors cost it was decided that I would serve as general contractor and sub-contract all work beyond the skill-level of our personnel and those work functions requiring the services of licensed contractors. The committee provided technical advice, architectural services, secured low-cost local financing, donated trade services via union cooperation, assisted in securing necessary building permits, variances and occupancy permits. It is estimated that the efforts of this committee saved approximately \$75,000 on a \$250,000 project.

- V. PROBLEM - DEVELOP A PLAN FOR FUNDING THE PREVIOUS SERVICES PLUS ANY ADDITIONAL SERVICES WHICH MIGHT BE RECOMMENDED BY THE "COMMUNITY NEEDS" COMMITTEE.

PARTICIPANTS - Salvation Army, Division of Vocational Rehabilitation, Department of Public Welfare, Department Store Executive, representative of charitable foundation, accountant, attorney.

RECOMMENDATIONS AND ACTION - The traditional funding base for this facility was the sale of renovated household discards. It was determined that this should continue but be expanded by greater advertising and increased customer convenience. Retail sales should be increased by upgrading and enlarging retail stores, a line of furniture manufacturing was to be developed and increased solicitation made for donations of discards. As the same time charitable foundations were to be involved in funding program expansions and purchase of service agreements contracted with three units of State government: DVR for vocational rehabilitation, DSS for basic room and board services for welfare-eligible clients, and Health Department for the establishment of a detoxification unit for alcoholism. These contracted services alone resulted in increasing agency operation revenue by \$215,000 within two years.

- VI. PROBLEM - TO SELL THE SALVATION ARMY LEADERSHIP AT CORPORATION BOARD LEVEL OF THE EFFICACY OF EXPANDED PROGRAM AND FUNDING PLANS.

PARTICIPANTS - Salvation Army, Director State Department Social Services, banker, attorney, Chairman S.A. Advisory Board, Director Health Department.

RECOMMENDATIONS AND ACTION - Salvation Army administration was reluctant to approve the numerous property and funding proposals resulting from this project because of the traditional conservative nature of their operating style. Traditional services were being changed (a Men's Social Service Center was going to provide treatment for women

and adolescents; a medical component was being introduced; county, state and federal contracts were being proposed challenging the fears of separation of church and state, etc.) A major financial investment in excess of \$1,000,000 was proposed involving extensive and complex renovations under my supervision. The fear of change and the concern that financial obligations might be unmet had to be disarmed constantly. In order to accomplish this various influential members of the community were involved in each report rendered, extensive minutes were kept of all planning meetings, back-up financial plans supported each proposal, and every meeting whether face to face or by correspondence was supported by compelling statistical and financial data with accompanying graphs, charts, etc. No proposal was made without some member of the committee playing the "devil's advocate".

SUMMARY

The several preceding illustrations of problem solving, program formulation and implementation by no means exhausts the potential represented by this one small project. It illustrates that all projects great or small have in common many elements. Whether it be the mobilization of Allied Forces for the invasion of Europe or the decision to introduce a new factory into a small community, diverse and often conflicting factions must be brought into harmony, financial feasibilities examined, social and political implications anticipated, and long range outcome predicted.

PUBLIC LEADERSHIP WORKSHOP

Talk by

Mayor Shunichi Kimura

We have as our source of power the County Charter and also, of course, the State Constitution. We have a council form of government, the so-called strong mayor form of government, where I get elected at-large throughout the county and have a council made up of nine members, six of them who must have some district representation and three who are at-large. The office is a four-year term. As far as the councilmen are concerned, they have no reservations in the number of times that they can run. As far as the Mayor is concerned, I insist that we be allowed to serve only two consecutive terms as mayor, a total of eight years. And this is simply because I feel that the people ought to be protected from myself and from other people who come here because I think there needs to be an injection of new ideas every eight years at least. If they do that, rascals such as myself are assured that we will be out of office after eight years. This year, of course, I served eight years but I served under a different form of government previously so actually under the Charter I am the first Mayor. I will be running for re-election in 1972 and I hope I am around in 1976. After that I will be out of office.

We have a lot of boards and commissions and I am not a great fan of boards and commissions like the police chief is not appointed by myself but is appointed by a police commission and I appoint the police commission for five-year staggered terms of office with the Council's approval. And this commission then appoints the police chief who serves not under the Mayor but under the pleasure of the commission.

Commissions and Boards somehow separate administrations such as civil service administrators, the police commissioner, the water manager from the Mayor's Office which I find to be rather strange but Americans have a large suspicion, I suspect, of individuals such as myself. They are always placing a buffer between my responsibility and the accountability to the public by placing a commission in between. I hope you people are not stuck with that kind of peculiarity.

Our operating budget is about a little over \$10 million and our capital improvement program is about a little over \$20 million and because we are such a poor country, the capital program is almost 99% borrowing money, and because we do have a good pay rating on the Bond Securities market, particularly in the East, we have no problems in borrowing. One of the problems we have is that we have a debt ceiling and this debt ceiling is 15% of the assessed real property value so that ceiling is around \$90 million but our capacity to repay that service charge is quoted much less and we feel that the 15% of our operating budget is really the prudent limit for any kind of a borrowing program. When you figure that all out, the 15% self-imposed prudent limit, our borrowing capacity must then depend upon the growth of our Island and here, of course, we depend totally upon real property tax figure.

We have about 1,000 employees in the County of Hawaii, some 800 permanent ones and some 200 contract employees. Of course, contract employees have no civil service protection.

The population of our Island is about 66,000 people. The major community force that we have more island, and, by far the most potent and powerful community force, is the ILWU, the Sugar Workers' Union. And they, by far, are the most militant, the most organized, the most successful community organization. But this does not mean that they have a total veto or are so powerful that nothing can happen without them. For instance, my relationship with them was a very bad one at the beginning, for in the beginning we were at an arm's length relationship and I succeeded in getting elected.

The first time I ran I was so popular that I won by 236 votes but thereafter we got a commendation we had never really been that close with a major community force but we have come to the point where we recognize that as a major community force they ought to be represented

on boards and commissions and we have established a relationship whereby there are no problems.

The other major force, of course, is our plantations. In the first 34 years of our County Government's existence on the Island, they were the sole community force until 1954 when, as I am sure you have heard, a revolution occurred in Hawaii, where the so-called second and third generation of immigrant people were able to gain the political power. We have been able to reduce the power of the plantations to a more equal level with the unions.

The visitor industry is rapidly becoming a very large factor on our Island and here again the visitor industry is pretty much like the plantations in that management primarily is a very small top and a very large base where most of our local people serve in domestic and menial jobs. This industry is also becoming very powerful.

The other community forces emerging very rapidly are the University of Hawaii in Hilo, a branch of this University, a four-year university now, and the other related agricultural industries.

But this, in summary, is the picture of the Big Island and I wanted simply to point that out because whatever I say has reference to the background of the kind of area that I come from.

Dr. Lee and Mr. Ajirogi asked me to answer more specific questions. One was how do you get the various departments of the County to work together and complement each other to achieve effectiveness. I was very dissatisfied with my work in terms of getting all our departments to work together. I am more dissatisfied with our inability to work together with the State departments. I mean the State of Hawaii's various departments and as I discuss this we can figure out why.

I tried to do several things. One is that as Mayor I tried to set overall goals fairly constant. We have a general plan of the Government of the Island of Hawaii and this is a general plan development not only of land use but of human development, of economic development, of cultural development, of cultural preservation. It is a total general plan of development of the Island of Hawaii and by development I am not talking only of land development and economic development but also human and community development. We have a very ambitious general plan that we are proud of and we use that as a total umbrella, a total policy for all of us in the County of Hawaii.

Some of the other means by which I tried to get the departments to work under this umbrella were the various campaign speeches and discussions that I hold, the various formal meetings that I hold weekly with department heads and deputies and key personnel, and many informal discussions that I hold in terms of lunch hours and dinner meetings. I use all of these as a means by which I can constantly get the department heads and deputies to focus in on the objectives that we try to achieve. And because I am a very anti-social person and I don't like cocktails and receptions and that type of things because I don't drink, I use all the dinner sessions and lunch sessions as work sessions and I am sure that if you were to question my department heads and deputies they would express in rather strong language that I do treat them as slaves. In fact, sometimes they have to work at home. But I use this means of keeping in constant contact with my department heads and deputies, outlining the guidelines and goals that I want for the County of Hawaii.

The other one is that I use as a major device is in implementing the goals and objectives of our administration is the budget process. And in the budgeting process I have a very elaborate process that starts at least a year before I submit the April 15 budget to the County Council for approval.

The first thing that we do is that we do not look into departmental requests at all but I take all my department heads and deputies and key policy personnel and I go to a retreat area where there are no telephones, secretaries, completely taking them away from their operational work and the people. And there we sit down and cook ourselves, with no secretary and nothing around and we discuss what our goals and objectives are. If we say that we want the

Big Island, and Dr. Lee is familiar with it, we want the Big Island to be a scientific and cultural and a tropical agricultural reserve, then we use this as a central theme and we say how do we achieve this. In terms of the chief engineer, for instance, the sewer, water, programs, road programs, your road maintenance programs. How does this fit into this? The Parks and Recreation Director, how do you fit into this because you have cultural development enhancement responsibility in his department as well.

And every year during budget time before we put in one figure what we do is we go through this goal orientation where we say this is where we want to go and we evaluate all our performances for the past year and see what direction we are going. And this I find to be a very good exercise simply because the departments can stop thinking about dollars and cents first and think about the goal that they have to achieve. And then after that I tell them the financial picture of the County of Hawaii, and the Federal Government and say that we can expect a 5%-6%-7% growth for our Island and therefore we will have this much taxes and this much financial resources and then I allocate those to various departments and say why I want to achieve this kind of thing in this town, and give that type of guidelines so that the departments theoretically should constantly plug into our major objectives that we have for the Island of Hawaii. This, of course, is good in theory but breaks down many times on the job.

The other thing is that in developing the budget I find that various departments are extremely jurisdiction oriented. All of us want to build our little empires. As we become bureaucrats we become awfully affected. I have found one thing about bureaucrats and civil service departments in the County Government of Hawaii: either they have a genius for survival or a genius for growth. I have never seen such beautiful justifications for budgets. So I have one standard recourse, I tell them I want you to achieve these new additional programs, these increase level of servicing and you are not going to get one more penny and you are not going to get one more personnel. And I expect you to do it. I have been very surprised that many times given seemingly impossible situations that a human mind can administer beautiful things. They come up with some type of program to achieve this. So like this year the budget that I submitted, the departments asked for 250 new positions and in their justification they said unless God helps us and unless we get these bodies we simply cannot achieve the objectives that you want. So I gave them 6 bodies and with these 6 bodies I expect them to do all the things that I have told you. And they will do it. They will do it simply because they have, I think, a great deal of pride and they recognize that it can be done. And they are always saying that there is absolutely no fat in their budget and yet at the end of this fiscal year we will have about \$1.5 million in operational savings in a \$10 million budget. It can be done. It is just that so many times that a mayor as myself in the first years of my life as Mayor I used to believe these departments and bureaucrats who came up and said we cannot do it, we need more manpower, and I used to get memorandums from them. And then every time I told the personnel director that we have to increase our training program because of the burst in technology we have got to have this training program. Then I got a nice yellow memo back saying it's a good idea, Mayor, we should do this but in order to do this we need \$1 million and we need 10 personnel and I used to believe this. So I said we don't have the money so we won't do it. Then after about a year or so for some reason one day I asked for this memo file of replies from departments from my secretary and I wanted to find out one specific answer. So as I flipped through all these memos something awfully stupid struck me. And this was that these memorandums from every department were always like a form letter to me. They all said the same thing, we agree with you but it is going to take money and manpower to do it. Something is wrong here. Someone is conning me. So finally I realized that this is just not so, so don't give me those memos anymore. So I don't get those memos any more. I said I want only one kind of memo and that memo is used to tell me how we are going to achieve that without any money and without additional personnel. I have been really surprised in their fantastic ability to innovate. We have got a fortune to innovate. I found that in civil servants and in bureaucrats the answer always seemed to be give me more money and more men even if there is no additional resource or even if we were running for office we cannot afford the tax increase. So I look with a great deal of cynicism on the reactions I get from the people who serve under me, particularly those who are in position for long periods of time. I think they need to be jarred out of their syndrome of asking for more money and more personnel to achieve program. I think they have to start using their heads a lot more.

The other is that it is difficult to have people coordinate. I found another thing that it is hard for the chief engineer and the planning director who are co-equal in rank and position and pay to really coordinate and really work their programs together because I guess human beings are funny; since they are co-equal it is hard to coordinate because they are not going to accept each other's authority. So before I will consider their budget and program proposal they have to put down in writing that the chief engineer has met with the planning director and they have discussed these areas and they coordinated together and I make them sign that. It sounds finicky but I find that just talking to them and ordering them to do it is not enough. They won't do it. They are good people; they are dedicated but for some reasons when two co-equal department heads get together and coordinate voluntarily it is an extremely difficult thing even if these two people play golf every weekend. I have got to the point where I require them to certify in writing that they have done it. I am a very cynical Mayor. I check on that. And these people are my appointees and good friends of mine and I trust them but this is one area I don't trust them because for some strange reason in the U.S. we get jurisdiction oriented and we want to protect our area only, our area of specialization, without regard for the other departments and this has been a major problem with us.

The other is that in Hilo my managing director will hold a regular monthly department heads meeting. At this time I remove all status on rank from all of us and I literally try to sit in the back of the room. We have weekly discussions from about 10-12 noon or beyond if necessary. This is an absolute must except for illness or death. All the department heads and deputies must be there very Monday at 10 a.m. Here we sit down and discuss problems that affect all the agencies. If we are talking about the problem of direct raw sewage going into one of our rivers, this concerns the total county government. Even the civil service director, the personnel director, who may feel that this has nothing to do with him because he has nothing to do with sewage, environment and the public works people. I force the personnel director to be aware of it because I found that unless the total government family, the administrative family, are very much aware of the problems of the other departments, they cannot function well as a family. I look at them and I stress this concept that all the people, department heads and deputies, who work for me work for a family unit and I try to personalize it and humanize it to that extent because this improves the understanding of the achievements and goals that I try to achieve. And this worked well. One of the problems is that when I am sitting in that meeting many times my appointees, of course, hesitate to criticize me and this is, of course, the major problem but to overcome this I set up a government development program at the University of Hawaii, a human relations course for them. I am now getting a little too much jazz from my department heads so I am going to have to have another course to get them to keep quiet again.

The other thing that I have is a program manager system. For instance I have to acquire a series of recreational areas on a strip in Hilo which is a subject of controversy between whether it should have a hotel development or recreational development for our people. We have decided to condemn the hotel and make a recreational strip. Because this involved the chief engineer, the water, the transportation, the planning departments and the park, and recreation department and because it requires multiple coordination of various agencies, what I did was I appointed a program manager, say in this case the parks and recreation director, and I gave him additional powers for this particular project so that he can overlap other agencies and bring them together to coordinate it. I found that this program manager system works very well.

Then I have what in Hawaii we call a big roll of butcher paper, paper used to wrap meats, and its an ideal size, and then we unroll that and from the left hand corner we work one of these critical path kinds of program so that the program manager can figure out the publicity of the thing and develop this whole program of the acquisition of open space, so that by the end of a certain period that I have given them, say of six months, then they can complete the program. By this program manager system and this critical path or what I call the butcher paper, this method I found to be very successful. Of course, we have got to make adjustments as problems come up but I found that this tends to bring the units together.

These are some of the crazy things I do. I am not a very social mayor and I hate receptions because I don't drink and I don't smoke, not because of morality but because my doctor said I cannot. I went to Japan in 1971 on a United States friendship mission and you know how the people in Japan want to entertain you so I went there and they offered me a cigarette and I said I'm sorry I don't smoke. They then offered me sake for banzai and I said I'm sorry I don't drink. So they finally said in frustration let's go to the geisha house and I said I don't like that. In frustration my hosts in Japan asked me, "Are you sure you are a mayor?" I don't know what the mayors in Japan do.

Because I don't do those things, I don't like receptions and to talk about the weather and things so what I do is I like athletics a great deal so to get the departments together socially we have a department golf tournament, where people go out and yell at each other and we have even a softball game. I am a terrible second baseman but here is a time when we are all on equal ground and we are getting up and socializing a great deal and find that the planning director and the chief engineer had some problems and ill feeling and playing in this kind of tournament and softball tends to reduce that very quickly and tends to bring them together and once in a while they bring their families and have a steak fry or something like that and we find that this type of social gatherings in a different setting away from the administrative pressures does a great deal to bring the people together.

Some of the other things I try to do is I try to use the Center for Government Development here at the University of Hawaii to bring the latest management ideas and training to our people. Next year after the election is over and if I succeed, I am going to enroll a great number of our department heads in this University Without Walls. I am sure you have something like it in your country. I don't know what you call it but in the United States we have what we call UWW, the University Without Walls where say the University of Hawaii will enroll all my department heads in a graduate program and in this graduate programs they can structure the program in a way to get their masters degree or their doctors degree and they have a whole curriculum that they can work out without having to move to Honolulu to the campus here. So in a sense, it is a kind of external university where we can enroll. I am going to be the first one to enroll so my department heads won't have an excuse. The reason I want to do this is that I think when we are dealing with a problem the chief engineer reads the American Engineer Magazine and reads all the professional novels and because we have so much to read in our various spheres what we do is we get very channelized. We can't understand Dr. Lee's futurists concern or Dr. Paige's futurist concept. So in order to force our department heads, the policymakers, to see beyond their particular jobs, beyond today and force them to look at the year 2000 and even beyond that. I do these things. I use the University. I get training programs and I am going to get them into the graduate program because I find that many times they have a sense of achievement and they are willing to participate in a program.

I am not a guy who really pays great deeds to degrees that many of us have dangling from our belts. That's not the objective of my program but I do want to make sure that our minds stretch out way beyond the confining influence that we have in our day by day jobs as mayor and executives. I find that this particularly happening.

The next question was what are some of the incentives for maximizing work output of government workers and this is an area in the U.S. and in this county in this State we have a great deal of problem. Because in the U.S. we have a tremendous imbalance in terms of security of worker. We have what we call a civil service system and that civil service system, of course, is so much over-weighted on the side of the employee, it gives so much weight to the security that the worker in essence has over security. How do you motivate these people to really produce much more than they have? With this tremendous burst of technology that we have, theoretically we should not be hiring more people. We should bring more technology and we should be having a tremendous output in government services. But in the County of Hawaii in this State, this is not the case. And so we have a major problem and this is a very valid question because we simply have not found the answer. And in Hawaii when you add the new collective bargaining law and the employees have a right to strike, this, of course, further places the problem of what to do to maximize work output of government workers. This is an extremely difficult problem. I think this is one of the major problems that the government of the State of Hawaii

counties have. Unfortunately it is not a glamorous kind of topic and in any campaign time or when talking about governmental problems.

What I try to do in terms of my employees is that every new employee who comes into the County of Hawaii, I have a rule that in their orientation, I have got to meet them personally. Every policeman, every garbage collector, every road maintenance man, I don't care what his line is, he must come in to meet with me before he starts to work. The reason for this is that I want every worker who comes to the County Government to understand what we are trying to do, to understand that we are public servants and we are not the masters that governments tend to become many times, to understand the code of ethics that I have even for the garbage collector. We spend a long discussion with them.

The other thing is that I want each individual, no matter whether he is a blue collar worker, a garbage collector, a park caretaker, to feel that he is a part, a very vital part of the County Government and that without his participation the operation will not go smoothly. I find a tremendous value of this particular time with our policemen and people who have police power because this is an area where you have a great amount of abuse and because the policeman is a prosecutor, a judge, he does all of that so I do spend a great deal of time with them and orient them to the philosophy that I have, the goals that we have in the County Government, the goals that the department has, say the Parks and Recreation Department, and what this person figures his job assignment is in the County Government. I find that when you have this kind of expectation laid before them it serves a tremendous purpose in motivating this person.

The other one is that I am a great bug on training. Training is so necessary simply because for one, we have got to have individual understanding of what we are supposed to do but the world is bursting with technology and new kinds of herbicides, new kinds of insecticides, and new kinds of mechanical equipment. I find that unless you have a continuous training program that it becomes an impossibility for our people to do their job. They really have a great output for County Government. So I do several things. For example, with our policemen, I urge them all, all of them, because the days when the policemen could just carry the stick and give tickets and traffic control and arrest people are long gone. The policemen has got to be a sociologist, anthropologist, a judge, a lawyer. He has got to understand a tremendous amount of things. So in a policeman I urge them to go and get their associate of arts degree at our community college. For the upper level people, that is the deputy who wants to be a chief in 7 years when the Chief retires, I say I expect him to have a bachelor's degree in human relations by then. So he goes and takes time off from his work and we pay him full wages and we don't deduct anything. We are gaining much much more if he is getting an education. We have programs where we urge our people to register in various courses whether in criminology, in sociology, in anthropology or whatever. So what this does is broadens their concepts and they become better employees.

One of the favorite training programs I have is something that the East-West Center people are familiar with and this is that I give them cross-cultural training. I find that, for instance, the worst supervisors are immigrant second generation people like myself in the County Government because we grew up with a certain kind of value. I believe for instance as I grew up that you have got to work and get yourself economic security and the way to get it is to get an education and get your degree and become a professional and that kind of a mentality. This is the kind of mentality most of our second and third generation immigrants have, particularly people who come from the Philippines, Japan, Korea and China and most of our local immigrant types are concerned. These people make terrible supervisors many times simply because they have this one set of values that they grew up with. In the U.S. they may call it Anglo-Saxon Christian ethic, this work ethic that we have. We have people who are very prejudiced about how you should work, how employees should get an education, how all of us should have a tremendous pride to become professional and succeed. When you apply this kind of supervisor to a work situation under the present American value, you have all kinds of conflicts.

For example, a hard working Japanese supervisor may say how come this guy won't work. Doesn't he understand he should work from 7:45 to 4:30, take the absolute shortest break, and coffee break, and really put out his time? This is what the supervisor understands, the only

thing he understands. Of course, the Hawaiian person working under him comes from a different culture, different background. The Portuguese comes from different backgrounds; the Filipino, the Korean, the Chinese, they all have different backgrounds and up bringings. We have this tremendous cultural problem. The foreman doesn't call this a cultural problem. He just says the guy got a problem. So what I did was I got the Cross-Cultural Center in Hilo to give cross-cultural training because if we train our Americans to go overseas in the Peace Corps, why not participate ourselves. The supervisor can be a better director, can be a better programmer because he can understand the program and people he is dealing with. This is rather an interesting way of maximizing work output not only if the supervisor is a government worker as well.

The other thing I find is that you get into a syndrome when working. We find that a truck driver working for 10 years is not an expert truck driver. In essence, he is the worst truck driver because in 10 years technology has changed so much that in the gear shift for example—I used to be a truck driver as my first job and I thought I could drive a truck because I used to drive a big truck loaded with sugar for a plantation during the war so when I got to be Mayor, I was a sassy kid, I jumped into one of these trucks and tried to drive it but I couldn't even shift it because the shifting was totally different. I used to have 4 shifts forward, compound, first, second, and third, and a reverse that is all I understood. But the trucks now have two gears and have 20 shifts so the truck driver who has been working for 10 years is like myself. He cannot drive the truck. We found the people who were truck drivers for 10-15 years didn't know how to drive the truck. These new beautiful machines that we bought them, with all kinds of sophisticated shifting and gear ratio and the guy who was still driving a 1950 truck so I find that training of our personnel continuously is so necessary.

We have a person named Mr. Magill who is paid about \$15,000 a year who trains all our equipment operators on how to drive the trucks. We are finding that all of our old timers don't know how to drive. It is very understandable yet we feel that if a person has been a truck driver for 10 years he should be able to drive a truck for the rest of his life. We just don't recognize the tremendous burst of technology that we have. I guess it is something that we may call future shock. I guess it is present shock because our people don't know how to deal with the new technology. But that problem is not the problem of the driver, the problem is the Mayor's fault because he should have recognized this. Even on this very basic level, we have had problems. With continuous training, we can increase the output of the workers that we have.

The other thing is that there are obviously many things that can act as an incentive but one of the things I found that the worker particularly appreciates is the deep sense of fairness. In the County Government in the past, simply because he was a highly political nature, because he was local, because he hired people, you appoint people, and you make political appointments, and you have tremendous patronage powers, the civil servants have a deep suspicion that everything that is done in County Government is political, that the reallocation is somehow unfair or the job classification is somehow influenced by politics. I am surprised that so many of our workers felt that politics was always involved in some promotion, in some transfer, and some hire. This constant criticism comes about when you have personnel surveys and they say that one way to improve is to eliminate politics, eliminate unfairness. From my standpoint, I don't mess. I don't mess in hiring practices, in promotions, and in transfers. I leave them alone, because I found that when they go to the voting booth they close the curtain, they are going to vote any way and there is not much sense in my trying to control that. So I have taken great pains in trying to insure that the employee realizes all the valid reasons why this hire was made or why this transfer was made. They do have a deep seated suspicion that I never realized until I got into County Government for several years that as long as you have an elected official that somehow the sense of fairness gets very suspicious of that. So I try to place a great deal of emphasis on the Department and the various people in power who hire and fire that they exhibit a tremendous sense of equality and sense of fairness in dealing with the employees.

In the U.S. we have a vertical society. We always put the doctor, the Ph.D. and professional people and the ministers at the top and we all put the working man on the bottom although we say this is a country of equality etc. This is supposed to be a horizontal society where we are all equal. In actual practice, I am sure you have observed in this country it is this way. This kind of attitude and this kind of social snobbery is carried in to our lives in the County

Government so to try to turn this vertical kind of snobbishness that we have in this country to an equal horizontal kind of equality and treatment of people and attitude on how to deal with people, it is an extremely difficult thing. This is something that I continually try to embody.

I am so finicky in this that when I first hired the secretary in the Mayor's Office when a working man came in with slippers and in Hawaii we wear short pants and t-shirt and if he came in they would say "What do you want?" but if Dr. Paige came in with a suit and shoes they would say Dr. or Mr. Paige. This bothers me a great deal. We treat people differently by the suit they wear, the tie that they wear.

In Hawaii many immigrant's children, like myself, still have a servant's mentality. When Dr. Paige comes in, we bow to Dr. Paige more than we bow to Dr. Lee. A Japanese friend of mine comes in and I am with Mr. Sherwood Greenwell, a caucasian man, a haole man from an old time Hawaiian family, a friend of mine. We are sitting on the veranda and the Japanese friend of mine, a second generation man, comes in and he looks at Councilman Greenwell and says "How are you Mr. Greenwell" and turns to me and says "How are you Kimura." After I got through talking to Mr. Greenwell, I went to see this fellow and said what's this business of your calling him Mr. Greenwell and calling me Kimura. I don't mind your calling me Kimura if you call him Greenwell, but don't, because I am an oriental, an immigrant's child, call me by one kind of courtesy and you call somebody else another kind of courtesy. But we do these things because of the peculiarity of immigrants and the kind of nonsense immigrants go through. We have this kind of a servant mentality that unfortunately in Hawaii we have too much of. This kind is carried in to County Government so in the Mayor's Office and the departments of the County of Hawaii, I have an absolute rule, I don't care if that man is a laborer, a Filipino man who is cutting cane in the fields and comes into the office, that man is going to be called Mr. so and so. He is going to be offered coffee just like a professor or the governor of anybody who comes inside.

I tell the police that if I violate the law, I expect to be tagged. If the plantation manager gets a violation, I expect him to come in. I stress this so much that Dr. Henry Kissinger came to Hawaii on his way to China and he violated the law in Hawaii because he crossed the solid line so the police tagged him. Dr. Kissinger, of course can do anything in this country without being tagged, I guess. So this case came up to me and the Chief of Police said this is a problem that came up to me so I said, "what did you do?" He said "I didn't do anything; I just told the police officer he did his job." I said "fine." This is the kind of thing I am trying to get where we treat people on a horizontal equal level. I don't care whether it is President Nixon or anybody else who comes to our Island. They are going to get the same treatment. We haven't reached this point but this is what we got to do. I am particularly sensitive to that simply because I grew up as a second generation immigrant in a nonsensical society that made all these peculiar kinds of distinctions. So I am trying to transfer to our government services this kind of a basic sense of equality and fairness.

Another thing is that say Mrs. Slate this morning is grinding coffee early in the morning and flooded when I have a complaint and she said she called the chief engineer and he didn't do anything. What I do is personally go to see the man, the engineer or the road supervisor, whoever was suppose to deal with the problem and if he did not handle the job properly, I got to see him personally or call him up or I go to the place where the complaint came from. What I am trying to do here is try to make every employee become very sensitive and responsive too the public that he serves.

The U.S. has a tendency on the part of us in government to forget that we are public servants, that the word servant must be taken literally, that I am the servant and there are 66,000 people above me and not the other way around. This is the difficult thing because I have thousands of school children who come to visit and one of the things I always do is that I lift the phone and dial our Congressman in Washington. The teacher and students of the school are so surprised; they say don't do that, that they are busy people; you shouldn't bother them. I told them "Why shouldn't we bother them, they are our public servants in Washington." So I call and I called Senator Fong the other day and I said "a second grader who is visiting with me has a concern about public access to a certain beach area, a federally restricted area, and I want

you to look into it. And Senator Fong said "Fine, I will do that." I am trying to explain to the second graders and the teacher that Senator Fong in Washington is my servant, that President Nixon is my servant, that I am a servant, and that the Governor is a servant but somehow in the U.S. that is a theory. We are not convincing our people that this is what it really should be. We carry this peculiar kind of theoretical democracy and representative government. Yet in actual operation, most of our people do not believe that I am their servant, nor Governor Burns is a servant or Mr. Fasi is a servant of the people. This is a dangerous thing in America. I am trying to do my best in our County to reverse this. I am very critical of the training processes in our University, schools, families, and churches, that somehow they are not making this very clear for our people. Unless we do this, I don't think we can really have the kind of democracy and responsiveness and sensitivity on the part of government to the people that they serve. But on this question here, in terms of maximizing work output, not only of the employees but of the government system too. In Hawaii we have a ridiculous situation. On the Big Island there is 4,031 acres and over 2,100 acres of that is not under my control as far as planning is concerned. It is under Governor Burns. It is under conservation district and 51% of our land is conservation districts. I have nothing to say about that land. So planning is so split. The Governor does certain amount of planning; I do certain amount of planning. This is the kind of peculiar delivery system.

Now we have three park programs. The federal government wants the national park system; the state government wants the state park system with its own administration, its own base yard, its own employees, its own equipment. And totally separate from that we have the county recreational system. Again with the department head, the whole administrative unit, all the paper work, all the equipment, separate base yard. Now this is outright stupidity on our part but we do this. Somehow we have not been able to get this delivery system so worked out that we can get a dollar's worth of taxes and get a dollar's worth of service. This is something that the State of Hawaii, because we have such a large financial problem we simply will have to adjust ourselves to this. So these are some of the problems that we have.

The other one is that the delivery system has got to become more efficient in our delivery simply because the people in Hawaii, particularly in the County of Hawaii, have high expectations and I don't know why this is so. I am not a sociologist so I don't understand this. I suspect part of it must be T.V. because they see all kinds of beautiful things, beautiful people, beautiful golf courses, tremendous recreation areas; they see all the finest things in this country. Everyday in our lives we get bombarded on this. Because by the media and technology that we have, our level of expectation of services are so high. A population of 300 expects full time police protection, full time fire protection, water services, a park and all of these things. Yet when you take the cost-benefit ratio for \$1000 spent to get the benefit to the number of people to this \$1000 is extremely difficult on our island because we have a large island, small clusters of population around the island. So we have a tremendous problem with a limited financial base and tremendously rising expectations of the people. Of course as we get more urbanized in Hilo and Kailua, Kona on our Island, these expectations increase more and more. We are finding this to be a tremendous problem. A problem that we have not been able to meet at the present time.

The other question that was asked was how do you maintain liaison with the community, to maintain a support base for your program. I suspect they asked about this program because I didn't do this very well. There is fairly a famous case on our island where I tackled a large land development company in this country called the Boise Cascade Company. They bought 30,000 acres on our island of ranch land and they wanted to sell this in various lots to the rest of the country and to buyers in Japan, I guess. So that they can get a tremendous amount of money profit and create a so-called recreational village. Well, I disagreed with this. I have a very socialistic attitude that owner of land has large responsibility; he is only a trustee for the rest of the public. When you have an island and a small place such as this, the owner of land cannot treat that as a car or any kind of personal property. He is merely a trustee for the rest of us. The way he uses that land has got to be for a social purpose that benefits the entire community, not just to make money. You can understand how well this kind of attitude of mine sits with some of the private companies but in this particular fight, I lost the fight with the company simply because I did not have a liaison with the community all the time. I simply

said I want the community to react to that and I did not maintain my line of contact with the total community. This is why I could not get the tremendous community support that I needed to overcome this large company's P.R., public relations, and lobbying that they effectively did.

But I do something, starting with a campaign for instance, I kicked off my campaign for November this past Saturday, I had a meeting and at this meeting I discussed with them the various goals and things I try to establish in the County of Hawaii. By doing this, I find that starting with the campaign and then working all the way up, I can get good relationship. I create an informal form of government. The charter of the County of Hawaii creates a formal county government, but I also have an informal government which I am sure every mayor here also has. In this, for instance, in a particular town I have a person I contact, that is the person who runs my political campaign in that particular area and that person, of course, has got to be in touch with the Portuguese community, the Filipino community, the Japanese community, the union community, and all the community forces in a particular place. I try to analyze the town and then I figure out what series of institutions make out that town, what community forces make up that town, the unit chairman, the union, the plantation manager, the community organization's what we call the kumiai leader, the parent-teacher leader, the principal of a particular school. I try to maintain a liaison with them so that I can get the influence of these community forces. By that way I try to maintain a liaison. I take the Office of the Mayor out too. I literally take my office and go to a rural area and I change the Office of the Mayor from the City of Hilo, the Capitol, and I take them to a rural area. For that day the capitol shifts to that rural area and people call and make appointments and we operate the county government from different parts of the island. I find in that way you can establish a closer liaison because the rural people always look at the urban capitol and say everything happens there and this is true. This is very bad.

The other thing I try to do is try to apply the technology of television and transmission by having the county government headquarters in Hilo where we have 25,000 people, about 100 miles away we have Kona and right now if a person who wants to have a building permit just to build a house or garage, they have to come 100 miles and go back 100 miles, take time from his work to get the permit. I am trying to get a system whereby we will have use of technology that we have of television and transmission over wire and have a unit in Kona 100 miles away so this person can come in, fill in this application, stick it in this machine, and it will instantaneously come out in the chief engineer's office in Hilo. They would check it out, give their approval on the changes, stick it back in the machine and in a matter of minutes the whole process is worked out without having to drive 200 miles and spend money for gas. By this means I am hoping for a closer relationships and provide better services to the people throughout the Island of Hawaii. This can be done. I am hoping that this thing will be done with our island and the State because we have water separating us which is such a terribly costly transportation system. So by this means of closed circuit television and cable TV and by technology I think we can bring this State closer together and rural areas closer together to the center of government servicing. By this way I think we can do it much cheaper instead of hiring people and setting up separate offices, with permanent people and permanent kinds of organizations.

The last question was what are some of the administrative problems encountered in county government. I think I have discussed several of these. One of the problems we have is that county governments in the State of Hawaii are creatures of the State government. So the State legislature which has just completed its work, for instance, can come and make changes that they want. They can make changes in terms of the property tax structure; they can make exemptions, veto certain interest and tax profit and so long as they have the taxing powers, the real property taxing powers, and some of the other taxes, the State government still is really the parent of the county governments and apparently can make the changes that they want. We do not have the real protection that we have in the charter system that we have in the State of Hawaii.

So this problem of local government being the child, the creation of the State government becomes a problem of administration. In taxing we have a very limited tax power. The county government's income, the major portion of which comes from real property tax, and 50% of our income is from real property taxes. The rest comes from grants-in-aid from the State government. So here again we find the State government with a tremendous amount of power because power in American is related to money.

The other is that in planning, as I have pointed out, we have concurrent jurisdictions; the State government has certain areas and we have certain areas.

The other is that, of course, the problem of a large island with a small tax base and a rising level of expectation on the part of the people is becoming a real problem.

But the largest problem that we have is the problem of really controlling the whole destiny of where our island is going to be. At the present time, the Island of Hawaii, the Big Island, is going the same route that Oahu did: our hopes are to develop. Still the people on our island and people who look at our island say the island is undeveloped. In fact the Federal government claims our island to be a disaster area. This is literally the legal designation that we have and because we are classified as a disaster area, we get benefits from the Federal government giving us grants.

But here we find a situation where the community and the people basically believe that because we have so many thousands of acres, 10's and 20,000's of acres which are open area, they tend to think of this place as an undeveloped area. Because there are only 66,000 people and Oahu has 650,000 people, people tend to think of our place as an undeveloped area. I am a peculiar Mayor. I don't think our island is undeveloped. I think the opposite; I think our island is developed because I know our island to be a rural place where open space will be part of our assets. We look at the tremendous 10,000 acres of open space and I look at this open space as land and air that is already being used as its highest and best use.

I have this kind of peculiarity but I am trying to sell this lot equally. We should define the kind of lifestyle we want in Hawaii, say in the year 2000. The kinds of things that we want; the kind of land use that we want; the kind of culture that we want. In the U.S. we tend to be a multi-cultured community. This is not true in practice as you know. The U.S. is primarily a white Christian country and our island still is schizophrenic because in one way we would like to be ultra-American and yet in the other way we are trying to take the theory of American that America is a multi-cultured country and that America means an idea instead of certain kind of people, certain kinds of religion. We are trying to take the ideal of the U.S. as a place we are talking about individual freedom and the dignity of man and this concept of America and saying that America is big enough to have all the various cultures, all the various other religions, so that black can be beautiful, white can be beautiful, yellow can be beautiful, brown can be beautiful and we can all live as equals. These are the things I want to achieve on the island of Hawaii. But the basic problem is that our trend is otherwise.

I can hardly speak Japanese. I know very little of the culture of Japan and Asia which is terrible because I am supposed to be well informed with the Japanese culture and Asian culture because that way as an American I can make a great contribution to this country in understanding Asia. But I am a terrible American in that sense, that I cannot make that contribution. But I am trying to accumulate these things. But the direction we are heading for is the direction of any other American county. We are trying to urbanize; we are trying to develop. We still have the ethic that open land should be developed with buildings and all kinds of facilities. We still have that kind of trend. So if you think Oahu has a higher density than Tokyo, that is the same direction we are going. The visitor industry in Waikiki is a problem because we have too many muumuu's and we have impressed too many visitors in a small space and that is the same kind of problem that we have. The problems we have in urban America and in urban Honolulu are the same kind of problem we have.

So our destiny, 10-20 years from now, is the destiny of Oahu. Now we are trying to change that direction. We are trying to say the destiny is not that but something else. But in order to achieve that destiny, how do you, for instance, control population because in the U.S. it is unconstitutional to say that L.A. cannot come into Hawaii county. It is against the law to say that. We have to figure some way on the Island of Hawaii to say that we can accommodate only 20,000 people in order to have a kind of lifestyle that we want. In order to achieve that we have got to have some way to stabilize the population. We have got to somehow get our planning, our economic development and all these things so fitted so that we do not go over this population limit that we have set for the technology and values that we have at the present time. But this

is the largest administrative problem that I have is that we are simply not competent planners in this country. You think that Los Angeles and New York and these tremendous huge areas have problems, well we have problems because simply we do not know how to plan in this country.

One of the major urban problems if not the urban problem in this country, is our incompetence in planning. We are terrible planners in this country. As you can see in some of the cities and the places we have, we do some of the most awful things. We put up a hotel in a particular place, the only thing we look at is the fact that Mauna Kea Beach Hotel is a beautiful hotel that cost \$150,000 a room to build and we put that hotel there. We don't realize that that hotel must have workers and the workers must come from, say, Kohala sugar company, the wives who are basically second-third generation immigrants, many of them first generation from the Philippines. You take them from a plantation community with a different lifestyle totally. Suddenly you make this wife go to a hairdresser and get better clothes, etc., and go to this particular Mauna Kea Beach Hotel where Bob Hope and Charles Linbergh and senators and all the VIP's in our country gather and the lifestyle of this housewife is then different. She goes back to her lifestyle and her husband comes home from work in a t-shirt, a grease monkey, or whatever he is doing. We have problems, social and domestic problems in the home. Yet you see when we planned this hotel, we didn't think about the social consequences.

So now C. Brewer is going to put a big hotel chain on our island and we are saying before you come in with your physical plan for the buildings, the elevators, rooms and parking requirements, I want you to come in with a social impact statement saying how you are going to affect the people in Pahala, where you have a large number of immigrants from the Philippines and new immigrants from the Philippines and some of the Japanese immigrants, second generation, the Hawaiian people, how are you going to affect the lifestyle of that community. You will have to give these people consumer education. You will have to give them domestic education to know what happens when a wife goes out to work and comes home and what you are going to do with the additional money that you have. You can't buy a color T.V. just because you have more money.

CASE STUDY: UHH-CECS PROJECT LEARN

by

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SUMMARY

Isolated communities in the sparsely populated rural district of Ka'u are undergoing and anticipating major economic, social and political changes as a result of the recent combination of two plantation towns under the management of one sugar company after a 100-year history of separation and competition. Paralleling this radical alteration is the district-wide introduction of an elaborate resort development project. The communities of the entire district have expressed a fear of the changing demands being placed upon their family structure, neighboring way of life, economic livelihood and district environment. They have requested services from the University of Hawaii at Hilo - Continuing Education and Community Service ranging from courses about Hawaii's past, present and future to Family Life courses to job training and recreation courses.

UHH-CECS is now in the process of planning its services to the Ka'u area and is studying alternative ways of meeting Ka'u's needs.

CASE STUDY: UHH-CECS PROJECT LEARN
(Learning Extension and Resource Network)

UHH-CECS is the County-wide education and cultural service linking the University--its teachers, research, cultural programs and resources--with the people and communities of the Big Island and the State. CECS feels it has a mandate from the Federal, State and County governments to provide an equal opportunity to all the citizens of Hawaii (regardless of their background or geographic location) to benefit from the resources available through the university system.

Project LEARN was conceived because UHH-CECS lacked the staff and funds to fulfill its responsibilities in the Ka'u district. CECS' goal is to help the communities of Ka'u to become initiators of programs they desire and to establish cooperative working relationships between community groups. UHH-CECS wishes to help the communities evaluate their needs, identify resources, and program outside resources wherever necessary.

Program possibilities include credit and non-credit offerings, special institutes, workshops and seminars, cultural events, and other extension services of the university.

The Problem

Isolated communities in the sparsely populated rural Hawaii district of Ka'u are undergoing and anticipating major economic, social and political changes. The sense of a community at a crucial and difficult stage in its history has most often been attributed to the following factors:

1. After 100 years, two distinct sugar plantation towns, Pahala and Naalehu, are being brought together under the management of one company. A spirit of cooperation has yet to be created. Many workers have found it necessary to commute from one town to the other instead of relocating in a psychologically competitive community.

2. A master plan has been developed to introduce several resort centers into this district. Construction has already begun and with it an influx of new people, new jobs and new economic and social adjustments. The local citizens find it difficult to accept the outsiders. Locals often lack skills necessary for the new employment and they fear damage to their environment and family structure (they often note the high divorce rate in other districts that have experienced like change).

3. Paternalism has been the historic answer to the district's problems in the past. Plantation communities have become accustomed to letting "the company" make community decisions concerning new facilities or social policy. This way of life is ending and the citizens are being faced with new and hard decisions. They often express an awareness of this change, but a frustration at their own lack of training and experience as preparation for their new role in decision making.

4. There is a general lack of recreational and cultural stimulation for the people of the Ka'u district. This is becoming more of a problem as the youth show increasing discontent and as newcomers try to adjust to the local way of life.

5. Some groups, especially recent Filipino immigrants, are unable to enter into normal community relationships due to an inability to speak English and become American citizens. This often excludes them from new employment opportunities and social services. Many of these men are now too old to work and without families and education they are quite lost in our society.

Probability of success

UHH-CECS is optimistic about Project LEARN because of the enthusiastic verbal support received from various factions in Ka'u. Fortunately, groups and individuals are able to articulate their problems and to suggest specific services UHH-CECS could provide to alleviate the situation. However, many individuals have indicated that the task of bringing people to work together will be a most difficult one. Many have tried unsuccessfully. Why, they question, does UHH-CECS feel it can succeed where many have failed.

Support for the implementation of the program

Many individuals and community groups have expressed willingness to cooperate and support Project LEARN. Among them: Mayor Shunichi Kimura, ILWU, Dept. of Education, CAMP, Inc., Ka'u Sugar Co., State Library, Honolulu Academy of Arts, Cooperative Extension Service of the University of Hawaii, Hawaiiana Investment Co., Dept. of Social Services, and the College of CECS-Manoa.

"Prime Movers" for support of the program

The staff of UHH-CECS are the "prime movers" of the program. This project is viewed as an opportunity to meet the needs of the people of Ka'u and at the same time, fulfill the responsibilities of UHH-CECS. This is the first real input of university programs in the Ka'u area and is an important project of UHH-CECS.

Mobilization of Financial Resources

The main source of funds will be from a Title I Federal Grant received for Project LEARN. Joint planning within the groups servicing Ka'u is expected to help stretch monies available and to allow for more effective programming. In-kind services are expected from various community groups.

Persons responsible for Project LEARN

The director of UHH-CECS is responsible for the development of extension services of the university and is designated the Project Director. Responsibility for the implementation of

the project will be the Liberal Arts Coordinator of UHH-CECS who has been designated Project Coordinator.

The Project Director is responsible for communicating Project LEARN concerns especially in initiating support and awakening resources from various community groups. The Project Coordinator is responsible for the actual implementation of the project. Because there are only a few persons administratively responsible, there is ease in transferring and coordinating actual duties according to the knowledge and ability of the individuals concerned.

Techniques and approaches used to motivate staff

The project was generated from the enthusiasm of the UHH-CECS staff itself after visiting the Ka'u district and learning of community needs.

Initial impetus came about when UHH-CECS coordinated the "Community at the Crossroads" program for the University of California at Los Angeles team who came to Hawaii under a grant from the National Endowment for the Humanities.

The UCLA program was designed to help communities undergoing social and economic change by providing a forum for open discussion including a cross-section of the population. These meetings included a full morning session with our Mayor and his department heads during which the local government's philosophy was expressed with particular emphasis on the dynamic social problems facing the County and its various districts. The Mayor expressed a keen awareness of the cultural shifts prevalent in Hawaii's recent history and he made predictions as to future trends and how to prepare for these developments.

The UHH-CECS staff continued dialogue with a cross-section of the community which included laborers, plantation workers, teachers, housewives, bankers, sugar and tourist industry managers, school teachers, principals, politicians, union representatives, small retailers, media personnel, policemen, extension workers and other concerned citizens. All of this led to the plan called Project LEARN.

Application of new management techniques

Project LEARN is now in its critical planning stage. By the Project Director's participation in the Public Leadership Workshop, it is hoped that she will gain information about new management techniques which can be applied effectively in Ka'u.

Personal evaluation of the initial strategy and tactics

I believe that the careful consultation in which UHH-CECS is involved will result in long-term gains.

Thus far, we have initiated cooperative planning of educational input from five educational units: the State Dept. of Education, Cooperative Extension Service, CECS-Manoa, Extension Services of the Honolulu Academy of Arts, and UHH-CECS. Everyone sees greater benefits from the pooling of resources. A community survey is underway to identify needs.

We are working very carefully so as to bring about projects which unite rather than divide the community. We are careful in demonstrating that the activities of the project are generated from expressed needs and with community support and cooperation.

We are having two human relations specialists cooperating with us in working with a representative community group in techniques of leadership and cooperation. The group will be made up of people who believe, and wish to take active part, in the development of their community.

Our task will not be easy and we expect to encounter many difficulties. It is our belief, however, that good communities do not just happen but are built out of cooperative efforts and hard work.

ADDENDUM

The success of Project LEARN is dependent upon the linkages developed by UHH-CECS. A great deal of my time has been spent on establishing linkages based on "intuitive" knowledge. However, because of attendance at this conference, I feel strongly that more careful attention to the important variable of linkages will help to insure the success of Project LEARN.

I am therefore analyzing UHH-CECS (making specific reference when appropriate to Project LEARN) on the basis of the section on "Institutional Linkages" from Dr. Milton Esman's paper, "Institution Building as a Guide to Action," out of the resource materials given us at the conference.

As Dr. Esman states, "Institutional leadership must at all times take account of the network of linkages with which it is implicated. Some of these linkages are critical, others are relatively less important at any point in time. Leadership should identify and evaluate these linkages, assess the present status and future prospects of such relationships, develop appropriate tactics for dealing with each of them, and allocate their energies accordingly." (pg. 8)

Identification of Linkages

Enabling: relationships with organizations that control the allocation of authority to operate or of resources.

- UHH-Chancellor's Office
- Systems Offices: UH Pres., Vice-Presidents (esp. Academic Affairs and Business Affairs)
- Legislature (specifically Big Island legislators)
- Governor's Office
- Board of Regents (specifically, Regent Monty Richards)

Functional: relationships with organizations that supply needed inputs or which take outputs.

- UH-Manoa, College of CECS
- Various Manoa-based colleges (Colleges of Bus. Adm., Soc. Work, Public Health, Education, etc.)
- UH Graduate School
- Community Colleges (Honolulu, Maui, Kauai, etc.)
- Mainland Universities (esp. California colleges and universities)
- Japanese Universities (Tokai Daigaku, Dokkyo Univ., etc.)
- Korean Colleges (Soodo Women's College)
- Dept. of Education (Adult Community School units)
- Cooperative Extension Service - UH
- East-West Center

Normative: relationships with organizations that share an interest in social purposes.

- County of Hawaii (Mayor's office; Depts. of County; County Council)
- Ka'u High & Elem. School
- Naalehu Elem. School
- Churches of various denominations in Ka'u
- CAMP, Inc. (ETV; cable TV)
- Ka'u Sugar Co.
- Hawaiiana Dev. Corp. (C. Brewer hotel dev.)
- ILWU (predominant union)
- OEO
- State and County service units (Police, social services, etc.)
- Ethnic and community organizations (Ocean View Estates, Fil. Comm. Ass'n., etc.)
- Wailoa Center
- E-H Cultural Comm.
- Mayor's TEA C. Comm.

Diffuse: relationships with individuals and groups not associated in formal organizations.

- Youth
- Potential clients of UHH-CECS
- New immigrants to Ka'u
- Non-English speakers
- Informal leaders
- Citizens of Ka'u (Pahala and Naalehu)

Discussion

Enabling Linkages. More attention must be given to communicating with these linkages as, in the long run, the policies from these offices will affect UHH-CECS.

From the Systems Offices will come decisions that will affect us such as in the development of the concept of the Open University, tuition and admissions policies, etc.

I have met with Regent Richards of the Big Island, a very effective regent. More attention should be given to keeping him informed especially in Project LEARN as he is very interested in the extension services of the university. He lives in an area which will be served on the basis of the outcome of Project LEARN.

More attention should be given to the legislators as they have much to say about the allocation of funds. Two positions were made available to us this year through the concerted efforts of the enabling linkages, as well as funds for Project LEARN.

Functional Linkages. It is much easier to work with Manoa units as resources to UHH-CECS because we do not pose a threat to them as we are, for all intents and purposes, a separate, autonomous unit.

Better relationships must be built within our own UHH with Hilo College and Hawaii Community College. We are having a series of discussions re jurisdictional matters. HC and HCC wish to have control over some of the decisions CECS makes as this involves overload monies to their faculties.

I would like to pursue more active linkage with the E-W Center as it has many resources needed by CECS. We could provide field studies support and research opportunities for the E-W Center. Many possibilities come to mind which merit further study.

Normative Linkages. Relationships within this group must be worked out more carefully as each organization operates uniquely and priorities and personalities vary. There are more shifts in direction in these linkages and constant reassessment of strategies and operations.

Diffuse Linkages. Because of the Ka'u setting as described in the case study, this may turn out to be the most important linkage group of all. We will attempt a strategy of creating a "new force" within the community composed of previously inactive youth and individuals with a desire to participate actively in community development.

This is the beginning of what will be a continuous assessment of the many linkages UHH-CECS has established. This will be a dynamic process with much interaction and cross-fertilization of ideas and resources.

THE EAST-WEST CENTER is a national educational institution established in Hawaii by the United States Congress in 1960. Formally known as "The Center for Cultural and Technical Interchange Between East and West," the federally funded Center is administered in cooperation with the University of Hawaii. Its mandated goal is "to promote better relations between the United States and the nations of Asia and the Pacific through cooperative study, training, and research."

Each year about 1,500 men and women from the United States and some 40 countries in the Asian/Pacific area exchange ideas and cultural insights in East-West programs. Working and studying with a multinational Center staff on problems of mutual East-West concern, participants include students, mainly at the post-graduate level; Senior Fellows and Fellows with research expertise or practical experience in such fields as government, business administration or communication; mid-career professionals in non-degree study and training programs at the teaching and management levels; and authorities invited for international conferences and seminars. These participants are supported by federal scholarships and grants, supplemented in some fields by contributions from Asian/Pacific governments and private foundations.

A fundamental aim of all East-West Center programs is to foster understanding and mutual respect among people from differing cultures working together in seeking solutions to common problems. The Center draws on the resources of U.S. mainland universities, Asian-Pacific educational and governmental institutions, and organizations in the multi-cultural State of Hawaii.

Center programs are conducted by the East-West Communication, Culture Learning, Food, Population, and Technology and Development Institutes. Open Grants are awarded to provide scope for educational and research innovation, including emphasis on the humanities and the arts.

EAST-WEST TECHNOLOGY AND DEVELOPMENT INSTITUTE is one of the Center's five problem-oriented institutes. The primary objective of the Institute is to increase understanding of the developmental process as a whole, with special emphasis on the roles and interactions of men, technology, policies and institutions as development proceeds in both East and West. Four program themes have been articulated to interrelate the various education, research and training activities as follows: (1) Employment-Oriented Development Policy and Planning; (2) Technology Adaptation; (3) Small-Scale Entrepreneurship Development; and (4) Developmental Institution Building.